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NATIONAL DEFENSE MIGRATION

HEARINGS

BEFORE THE

SELECT COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION HOUSE OF REPRESENTATIVES

SEVENTY-SEVENTH CONGRESS

SECOND SESSION

PURSUANT TO

H. Res. 113

A RESOLUTION TO INQUIRE FURTHER INTO THE INTERSTATE
MIGRATION OF CITIZENS, EMPHASIZING THE PRESENT
AND POTENTIAL CONSEQUENCES OF THE
MIGRATION CAUSED BY THE NATIONAL
DEFENSE PROGRAM

PART 33

WASHINGTON HEARINGS

(With Florida and New Jersey Supplement)

MAY 22, JUNE 11, 19, 1942

Printed for the use of the Select Committee Investigating
National Defense Migration

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UNITED STATES
GOVERNMENT PRINTING OFFICE
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SELECT COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION

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LAURENCE F. ARNOLD, Illinois	**GEORGE H. BENDER**, Ohio

Nov 24 1942

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NATIONAL DEFENSE MIGRATION

FRIDAY, MAY 22, 1942

MORNING SESSION

Select Committee Investigating
National Defense Migration,
House of Representatives,
Washington, D. C.

The committee met, pursuant to call, at 10 a. m., in Room 1536, New House Office Building, Washington, D. C., Hon. John H. Tolan (chairman) presiding.

Present: Representatives John H. Tolan, of California, chairman; John J. Sparkman, of Alabama; and Laurence F. Arnold, of Illinois.

Also present: Dr. Robert K. Lamb, staff director of the committee.

The Chairman. The committee will please come to order.

We have invited you people here today as the representatives of Federal agencies interested in the question of utilizing Mexican labor to augment the domestic labor force, and we are very pleased to have you here.

This committee has been concerned with the migration in agriculture of workers of Mexican origin ever since our attention was directed to it in hearings at Chicago and Oklahoma City in August 1940. Two members of the staff of this committee were sent to Texas last December at the request of the Texas congressional delegation, to investigate demands for the importation of 32,000 Mexicans for use in the cotton harvest.

When we were asked by various agencies to inquire into the evacuation of enemy aliens from the west coast in February of this year, we were compelled to cancel a proposed hearing in Texas on the importation of Mexican workers. After our return from the coast, new demands for importation of Mexican workers arose while we were completing our report on the evacuation. About a month ago the committee authorized the staff to explore the question with the several agencies involved. This conference today reflects, therefore, our longstanding interest in this question.

We are dealing now with a sovereign Nation, Mexico, a neighbor, an ally, and we do not want to do anything of any kind or character that will in any way embarrass the great Mexican Nation so we decided to start at the top, not at the bottom as in the usual migration investigation.

We have called you together informally this morning, rather in the manner of feeling our way because we want it understood that this committee will never do anything final without the approval of the Mexican Nation. It isn't simply a question of 10,000 Mexican workers in the Salinas Valley of California, or in the cotton fields; it is a bigger question than that.

We do not propose to conduct this discussion in the form of a hearing, but rather as an informal round-table discussion. We have previously asked you to submit answers to a series of questions. We had planned to prepare a brief résumé of these replies, but since they came in quite late this was impossible. This material will, however, be made a part of the committee's published records.

The committee is, of course, aware of the conferences which have been held during the past several weeks by Mr. Roseman, representing Governor McNutt and the War Manpower Commission. Our staff representatives attended as observers at these meetings, and we have been kept informed.

At this point I should like to make it clear that the presence of staff members at these meetings should not be regarded by the conferees as actual participation by this committee in the sessions, to the extent of formulating administrative policy. My understanding is that no formal vote was taken at these meetings and that there has been no final action by the Manpower Commission.

We know that the Employment Service is prepared to certify to the immigration authorities that 6,000 Mexican workers are needed immediately for thinning and blocking sugar beets. We know also that a statement of labor standards for the recruitment and employment of Mexican workers in the United States has been drafted by a subcommittee of Governor McNutt's committee. It is our understanding that this statement has been transmitted to the State Department accompanying the request for the importation of 6,000 workers.

It is the committee's view that the conference today should probably broaden the basis for our discussion beyond the question of this initial request for 6,000 Mexicans, and even beyond the question of the importation of Mexican workers. It is our view that even should the Mexican Government agree to the importation, the request for Mexican labor cannot be expected, to do more than alleviate temporarily the problem of labor supply which we can all see developing for agriculture in this country as the war continues. In his communication to the committee with respect to this conference, Mr. Corson has indicated that the Employment Service certification of the need for 6,000 workers is conditioned upon the insufficiency of funds to enable the Service to extend its search for workers within this country.

The Immigration Service has indicated its belief that Japanese now being evacuated from the west coast should be used to supplement our agricultural labor supply, and specifically should be used in the sugar-beet industry. All of these matters are actually part of the larger problem of mobilizing labor supply for war production. It seems to us important that at this conference the question of the importation of Mexican labor be discussed in this larger setting. If the Mexican Government should refuse to allow such importation, we may very well find ourselves just where we started.

This morning, before this conference began, the committee asked Msgr. John O'Grady, of the National Conference of Catholic Charities, to describe to us his observations in California and the Southwestern States during the last few weeks. The committee was very much interested in the account which he and Mr. Montavon gave us.

TESTIMONY OF MSGR. JOHN O'GRADY, NATIONAL CONFERENCE OF CATHOLIC CHARITIES, WASHINGTON, D. C.

Monsignor, please present what facts you think will be interesting to the committee.

Monsignor O'Grady. I should like to deal with the situation as concretely as possible. I suppose the basic issue now is the question of the supply of agricultural labor in certain Middlewestern, Rocky Mountain, and Pacific Coast States. I think it is generally recognized that at the present time there are 3,000,000 Mexican and Spanish-American workers which constitute the unused labor supply. This, of course, is due in the Mexican border area to lack of facilities for employment; in southern California, and particularly in Los Angeles County, it is due to discrimination and to lack of preemployment training facilities for Mexican workers.

We have been very much concerned, and I know several of the officials of this Government have been concerned, about additional employment opportunities for Mexicans on the border. There is, of course, a serious unemployment problem along the entire border. Recently there has been a good deal of talk about labor shortages. In February a group of people came here from the El Paso area, and some of the people connected with the Employment Service, knowing about their projected trip, told them about the labor supply available in northern New Mexico and asked them why they would not employ these people rather than bring workers from Old Mexico. They said they didn't want workers from the W. P. A. because people who had been on W. P. A. didn't want to work. At a recent meeting one of the members of the same group said, "We don't need them so much—that's not the question. But you know we can get them for 20 cents an hour. That's very high wages for Mexicans. We just ship them over the border and when we get through with them we ship them back again. That doesn't cost much." Maybe that's the real question.

Many of us had hoped that we might have an opportunity in this emergency of improving the conditions of the Mexican workers in this country as a matter of good relationship with Mexico. Those of us who deal with Mexican people know that this is a very serious source of irritation to them.

There has been a good deal of talk recently about recruiting Mexican workers in Texas for the beet fields of Colorado, Michigan, and Illinois. There have been some 130 agents down there, representing the sugar companies. Of course, how far the workers are recruited directly or how far they are recruited by the "grapevine" I don't think anybody knows. On my recent trip down there in southern Rio Grande Valley, I had the chance of talking to many of these migrant workers, their families, and to chiefs of labor, and I found that there has been some talk along the line, through the "grapevine," of employment opportunities in the North. Of course that's never definite, but that method has been used all over in recruiting workers; they have been trying for the past 2 months to get them up here. At the present time, at least about 2 weeks ago, they had a number of families, about 600 workers, recruited in Texas, stranded in the neighborhood of Holland, Mich. In Colorado they begin the first thinnings the latter part of May, but it may be postponed, if it is cold, for 2 weeks. Another method of recruiting has been—and I have no reason to believe that it has changed in the past month—is the method adopted by the Great Western Sugar Co., to bring all the pressure possible to bear on the local counties to have these Mexicans removed from relief the 1st of April. That's 2 months before the first thinning begins, and then they get them out to the fields, out to the valleys of the upper and the lower Platte and the Arkansas Rivers, and I have seen them on June 1 still without any contract. They didn't know how many people were needed; they didn't know how many people were going to get contracts. They just say, "We need 5,000." Nobody knows whether they need 5,000 or 1,000. I don't know whether the Great Western Sugar Co. knows itself but I am quite sure our Employment Service doesn't know how many are really needed in Colorado or in Michigan or Illinois at the present time. I am afraid it is just one of these things on which there are no statistics available. I tried to find how many were recruited from Texas. There have been all kinds of rumors regarding the figure. It was said at the meeting in San Antonio that they had 40,000 recruits. I learned from the Employment Service here that it is about 19,000. There have been all kinds of estimates between 19,000 and 40,000. Now, how to get the exact figures, I don't know. Of course, they say that these agents have to be registered. They have to pay $1,000 occupational tax and then they have to pay $300 besides in each county in which they operate. The methods they use, nobody knows. The Employment Service doesn't know. Mr. Maddox of the Great Western Sugar Co. has been down there and how far he recruits through the agents or through the "grapevine," nobody knows. That's just a grand mystery.

I have talked to several of the leaders of these Mexican groups, and from what I can gather they are finishing around the southern part of the valley at this time, finishing there on onions and peas, and some of them are moving north. I talked to the leaders in four camps about a week ago and they all tell me they have about the same supply of labor this year as last year, and they are following about the same pattern. Some of them are going north. They are following the crops north to Dallas and then they return. Those that go north now return for the cotton crop and they all say that they will have the same number for cotton in July and August. The so-called Anglos, the Anglo-Saxon workers from Arkansas and Oklahoma, come south to the Lower Valley, the Rio Grande Valley, and then they go north and west to Lubbock and El Paso. There is no evidence of any labor shortage in the valley. I understand the representatives of the South Texas Chamber of Commerce have been here. I haven't talked to the gentlemen, but I have talked to the families and the workers and I have talked to the leaders of the gangs and they tell me they have had an adequate supply of labor there this year. I have heard no complaints about it.

The farmers in Texas have become conscious of the fact that there is a transportation problem. I find that the workers, these chiefs of gangs, are getting tires somehow. They have been able to make some sort of a deal with the members of the rationing boards—some of the farmers in that area are members of the boards—and they have been able to get tires so I have not heard much complaint about the ability to get north. That is another story. I find it is different in other sections. The Employment Service is closer to this agricultural labor problem in Texas than in any other State; in most of the States the Employment Service has hardly touched this problem, except on paper. They have just made a slight beginning in Florida. Now, I find that in Texas most of the people who have come from the north have been recruited from the cities, from the large pools of employment in the cities. There has been a good deal of pressure to get the W. P. A. to reduce rolls, although there are still a considerable number on the rolls.

In regard to the California situation, I have been in about five camps in the San Joaquin Valley in the past 3 weeks and I find the people are moving along the same as they did in other years. Of course, the tire shortage is beginning to affect the movements of the workers in San Joaquin Valley. The farmers don't seem to pay any attention. The workers had to furnish their own transportation in the years past. I think the fact that the farmers aren't conscious of the transportation problem is further evidence of the fact there is no shortage of labor in the San Joaquin or Sacramento Valleys. I counted the number of people in those camps and I found a considerable unemployment problem among them; even in the northern parts of the valley they are just working about 3 days a week. Many of the workers told me this after they had been out all morning wearing out their tires and were unable to find work. That was true in many cases. I found only one camp in which all the workers were employed, but even in that area there was no evidence of shortage.

I believe the Farm Security program has done an excellent job in the labor camps. In addition to their permanent camps they have organized quite a number of mobile camps. I visited two of the mobile camps, at least.

The Employment Service at Santa Barbara showed me some figures about shortages in the San Joaquin Valley and I tried to find what those figures were based on. I have a suspicion they are based on the same sort of information that we have been using as evidence of the need for agricultural workers in the past. We just go out and ask the farmers how many they need. Here is an illustration—a few weeks ago the farmers in the Everglades area made an appeal to the Governor of Florida for 5,000 additional workers. A meeting of these farmers was called and when they got down to brass tacks it was found that they had as many workers as last year but they weren't quite as good. They have been accustomed to an oversupply, just as the sugar companies and the Associated Farmers of California have been accustomed to an oversupply of labor. I hear something about shortages in Montana and Idaho. I am rather inclined to believe that if I had the necessary equipment I could go to the San Joaquin Valley right now and find the necessary number of Mexican workers to supply that need in Montana and Idaho, and if I couldn't find them in the San Joaquin Valley I certainly could find them in Los Angeles County. I don't think there is any question about that.

The biggest difficulty about the matter is we do not have the machinery, as yet, for the mobilizing of our supply of agricultural workers. I do not want it to be understood that we are criticizing the present administration of the Employment Service. I think it is a very efficient administration, but its work has been under way on a national basis only about 4 months, and it has been humanly impossible with the facilities at its disposal to organize an adequate service for agricultural workers in such a short time. I think one of the biggest tasks confronting us is the mobilization of our existing supply of agricultural workers. In the past, we haven't faced the problem because we have had an oversupply, and that's the reason why we do not have information. Organizations like the Great Western Sugar Co. have never taken us into their confidence; they have recruited the labor in their own way, and consequently our whole agricultural labor situation has been in such a chaotic condition.

I think that the importing of an additional number of Mexican workers will further confuse a very difficult situation. It will make it more difficult to struggle with the existing unemployment problem among the Mexicans on our side of the border. That is still an uphill battle. Discrimination is just as rife as it has ever been in the policies of the aircraft corporations in Los Angeles County. I noticed in the past 2 weeks a number of trained boys left Los Angeles and went to San Antonio because they couldn't find work, in spite of the fact that the aircraft corporations are talking about employing women and children, and about opening nursery schools for the children of employed mothers. Yet there are a large number of Mexicans who are available for that type of work but whom they are unwilling to employ.

In view of the fact that we still have this large problem of unemployment and since we have not been able to provide adequate opportunities for the employment of Mexicans already in our country, I think it would be a grave mistake to import an additional supply of Mexican labor. I think we will find all the agricultural labor we need as soon as we set up the proper machinery for mobilizing it, as soon as we are ready to face the transportation problem, and as soon as all these large farming organizations, the Associated Farmers, the sugar-beet growers, and so forth, are willing to cooperate in an effort to make the best of the existing labor supply.

The CHAIRMAN. Thank you Monsignor. Mr. Montavon, I understand you want to say a few words.

TESTIMONY OF WILLIAM F. MONTAVON, DIRECTOR, LEGAL DEPARTMENT, NATIONAL CATHOLIC WELFARE CONFERENCE, WASHINGTON, D. C.

Mr. MONTAVON. I came rather to be with Monsignor O'Grady while he was testifying. I am deeply interested in this whole problem.

The CHAIRMAN. In what way are you connected with the problem?

Mr. MONTAVON. I am director of the legal department of the National Catholic Welfare Conference. It is an association of bishops in the United States Catholic Church. Since early in the twenties the Welfare Conference has had a very great interest in the Mexican situation largely due to an effort to harmonize the position of the Catholic Church with principles that were acceptable. I became attached to this work about the end of 1925. Prior to that time, I had spent 10 years in the Latin-American countries and knew them pretty well, first as a commercial attaché and later as an executive representative of one of the oil companies. In the Mexican question I have another interest. I am a counsel for the Office of the Coordinator of American Affairs and I think evidence is growing that it is not only a question of labor for the seasonal agricultural industry, but it is being made the basis of what might develop into a political situation, both here and abroad. That is, there is propaganda among the Mexican population against our war purposes in this country, I believe, and there is also propaganda based on the situation of the Mexican in this country and other countries.

It seems to me after this recent visit to San Antonio, what we have is exploitation, rather crude and sordid, of an oversupply of labor—labor that is worth so little that very little effort is made to conserve it. So that you have a great residue of labor that through malnutrition, unsanitary conditions, lack of education, is being reduced to uselessness. The residue of that labor, perhaps as many as 20,000 or 30,000 people in San Antonio alone, are living in swamps in miserable huts; they can't even rent a room in the buildings constructed by the Housing Administration. I think that rather than bring new labor from Mexico the effort should be made by the agriculture interests to conserve the labor that has been brought from Mexico and I don't think anything at all worth while has been done along that line. The remedy, of course, ultimately, for transient labor of this kind would be along the lines pursued by the present Farm Security Administration with its camps and services. Those camps could be developed into cooperative communities which would make it possible for these families to live near the place of their chief employment throughout the year. In that way they would acquire the social protection that they don't now have in the slums. They are not able to send their children to school. They don't have any sanitary conditions worth while. A great number of families in San Antonio, through the work of the Housing Administration, have really been driven beyond the limitation of sewers, sanitation, and clean water. Out of the lumber from the houses torn down, they are now building new shacks beyond the limits of San Antonio because they are so poor then can't rent rooms in the housing project which has been constructed. It is a very admirable project. I am not criticizing the housing project, but am giving an example of the extreme poverty these people have to live in. And where we can't support labor and have no interest in supporting it because labor is cheap across the border, I think that populations should be taken care of if possible within the vicinity of the place where their employment is.

The CHAIRMAN. If you would want to reduce this to writing, we would be glad to have you do so.

Mr. MONTAVON. I would be glad to do that. I think it is a problem which has many ramifications, political and social; the labor problem is an inseparable part of the defense problems.

The CHAIRMAN. Of course, I agree with Father O'Grady there should be a complete inventory of what we have on hand, materials as well as men; we should know accurately the untapped supply of labor we have in the United States.

Mr. MONTAVON. I am fearful such an inventory will not show effective labor. I think a great deal of labor which is dissipated through maltreatment could be rehabilitated.

The CHAIRMAN. Father O'Grady's written statement will be inserted in the record at this point.

STATEMENT BY RT. REV. MSGR. JOHN O'GRADY, SECRETARY, NATIONAL CONFERENCE OF CATHOLIC CHARITIES, WASHINGTON, D. C.

It is generally recognized that the 3,000,000 Spanish-Americans in the Southwest represent the largest unused labor supply in this country.

On the Texas border there is a lack of employment opportunities for Mexican workers. Time and again one hears that they cannot be employed in public work because they are not citizens. In southern California large numbers of Mexicans and persons of Mexican extraction are unable to find work because of discrimination against them or because of the lack of opportunities of preemployment training. One of our biggest social and economic problems at the present time is to provide new employment opportunities for Mexicans on our Texas border, to provide additional preemployment training opportunities for them, and to eliminate discrimination against them in southernCalifornia.

Traditionally, Mexicans in the Southwest have been regarded as agricultural workers. They have followed the crops from the lower Rio Grande Valley up to Dallas, and then west to Lubbock and El Paso. The character of Texas agriculture, particularly in the Rio Grande Valley, has fostered the development of migratory labor, and the Mexicans have provided a large part of that labor needed in the State.

Every year a large number of Mexicans have migrated from the cities of Texas, Arizona, and California to the sugar beet fields in the valleys of the upper and lower Platte Rivers and the Arkansas River and also to the beet fields of Michigan and Illinois. Mexican workers have also followed the harvest out through the Imperial, San Joaquin, and Sacramento Valleys of California. Some of them have found their way to Oregon, Washington, and Idaho.

A few years ago there was a great hue and cry about the number of Mexican workers who had become relief clients in various American cities. Provision was made for sending large numbers back to Mexico and the border was closed against the introduction of additional Mexican workers to the United States. People who were interested in the Mexicans felt that the closing of the border did give us an opportunity for improving the standard of life of those who were already here. They felt that it did give the Mexicans a chance of developing their own organizations and their own leadership. But the improvement of the economic conditions of the Mexicans has been by no means an easy task. We have had the question of limited opportunities in the cities. A number of cities with large Mexican populations frankly did not want any new industries. They felt that this would bring a demand for higher wage standards. It has also been a difficult task to improve the condition of the agricultural laborers because of the type of work in which they are engaged.

The methods of recruiting Mexican agricultural workers have been designed to keep their wages as low as possible. At a recent meeting in a county not far from El Paso a prominent citizen stated the matter quite bluntly when he said, "You know, we can employ Mexicans for 20 cents an hour—that is high wages for them—and we can get them in and out in a very short time."

When Mexican workers were on relief, local relief directors saw to it that they were removed from the relief rolls long before the crops were ready for harvesting. In some counties in Colorado they were off the relief rolls on April 1 in spite of the fact that they usually did not receive their sugar contracts until July 1.

There is every reason for believing that these same methods of recruiting agricultural labor were employed in south Texas during the past 2 months by agents of the sugar companies from Illinois, Michigan, and Colorado. For instance, workers recruited by the Lake Shore Sugar Co. of Holland, Mich., arrived more than a month before operations could possibly begin. They did not have sufficient clothing and were compelled to live in the most unsanitary conditons. Many of them were sheltered in abandoned coal sheds. In all, nearly 600 Spanish-American workers have been stranded in this area.

The sugar companies have wanted to secure as large a supply of Mexicans as they possibly could. I know for a fact that the Great Western Sugar Co. has encouraged workers to move out to the Platte River Valleys some weeks before contracts were available for them. In fact, the individual worker did not know whether or not he would secure a contract until the very last moment.

The agents of sugar companies, numbering some 130, have been active in Texas during the past 2 months in recruiting Mexican labor. These agents have to post a bond of $5,000 to insure return transportation to the worker; they have to pay an annual State occupational tax of $1,000, and also a sum ranging from $100 to $300 for the privilege of operating in individual counties. I understand that these out-of-State agents charge each worker recruited the sum of $2 for a job.

There are various estimates of the number of workers who have been recruited from Texas to the northern beet fields during the past 2 months. At a meeting in San Antonio last week I heard a number of people close to the situation say that they felt the number recruited was about 40,000. I am inclined to believe that most of them were recruited from cities and a very considerable number from the city of San Antonio. Skilled workers of all kinds were included—painters, carpenters, masons, garment workers, etc. Whether the number is 20,000—which seems to be the figure given by the authorities here in Washington—or 40,000, nobody knows exactly. So far nobody knows the exact labor needs of the sugar companies.

I was told only yesterday that there are evidences of great labor shortages in Idaho and Montana and my answer was that if we could only mobilize the unemployed Mexicans we could easily meet the labor shortage of those two States and still have a large number of them unemployed.

The officials of the South Texas Chamber of Commerce have been spending considerable time in Washington telling us about the labor shortages in south Texas. Within the past 10 days I have had an opportunity of visiting four labor camps in south Texas—all the way from Corpus Christi to the neighborhood of Brownsville. In each camp I talked to the chief of the labor crews. These crews varied from 20 to 40 men each. The vegetable and fruit season in the lower valley was about over and the workers were moving north in the direction of Corpus Christi. Each of the chiefs of the labor crews interviewed told me that he had about the same number of workers as last year. A number of the workers expected to return to Laredo and await the cotton crop in late July and August. Some stated that they intended to follow the vegetable crops north to Dallas and later return for the cotton season. From the chiefs of labor crews, from the camp directors, and from those with whom I talked on the streets and on the farms, I learned that about the same number of workers had come in this year as last year and there was no real shortage of labor. All felt that they would have a sufficient number of workers to harvest the cotton crop.

One must not get the impression that agriculture in the Rio Grande Valley, or for that matter throughout the State of Texas, depends entirely on Mexican labor. A considerable part of the labor is recruited from Oklahoma and Arkansas. Workers from these two States come down with their families to the lower Rio Grande in November. They follow the fruit and vegetable harvest north; they return south again to the valley for cotton, and follow the cotton crop north and west as far as El Paso.

Last February a number of leaders in the El Paso area came to Washington in order to bring pressure to bear on the Government to secure workers from Mexico. The Employment Service out there told them about the large supply of labor that was available in northern New Mexico. They said they did not want these workers—they had been on Work Projects Administration and were no longer willing to work.

The Associated Farmers of California, I understand, would also like to have an additional supply of Mexican workers. On what do they base their request? Three weeks ago I visited five camps for migratory farm workers in the San Joaquin Valley in California. Four of the camps were operated by the Federal Government and one by a private individual. The first camp visited had 200 migratory families, 25 percent of them unemployed. The second camp had 160 migratory families, 40 percent of them were working 3 to 4 days a week. A third camp visited had 130 families, all working. There was, however, no evidence of a labor shortage. The padrone who operated the private camp had been able to find work for half of his 100 families. Of the 1,660 families in all the camps operated by the Farm Security Administration in California, 44 percent were unemployed on April 15.

It is really impossible to give any complete picture of the agricultural labor situation so far as it involves Mexican workers. The demands of those who would import additional Mexican workers into this country at the present time is not supported by such meager evidence as we have on hand. It looks very much like a move on the part of certain elements to keep the wages of farm workers, and particularly of Mexican farm workers, down to the lowest possible level.

On the whole, the employment service in the various States has not been close to the agricultural situation. Just to mention a few States:

In California the employment service has hardly touched the problem of agricultural labor. The workers drift into the State; they try to find their own jobs as best they can. I have seen workers spend days and days driving around from one farm to another in an effort to find employment.

The employment service in Colorado has had only the most limited contact with the farm-labor situation.

The employment service in Florida has just made a beginning this year.

The employment service in Texas has made greater progress, I believe, than any other State in dealing with the very difficult problems of agricultural labor.

Now what is the result? It is simply this: They do not have adequate machinery at hand for the mobilizing of agricultural workers.

I do not want to criticize the present administration of the Employment Service. I believe that Mr. Corson has done very excellent work in his short period in office. But he simply has not had the staff to undertake the Herculean task of mobilizing agricultural labor. He knows the weaknesses of his service as well as anybody else. The employment service is now charged with the responsibility of mobilizing the manpower of America. Its first and most important job is agricultural labor. It is now face to face with this task and cannot possibly sidestep it.

There are many reasons why we have not been able to organize this agricultural labor supply. In the first place, the large farms in California, Texas, Colorado, and other beet sugar States, did not want an organized agricultural labor market. Even if we had the best employment service that could be devised, they would not use it. They do not want to use it today if they can avoid it.

The only real evidence I find of serious concern on the part of individual farmers regarding the agricultural labor supply is their concern about transportation. I find that farmers in the Everglades region of Florida have been providing transportation for their workers to and from their work. The same is true of the farmers in Texas. In California, however, the farmers are not showing any consciousness of the transportation problem which shows that they are not very much concerned about the supply of agricultural labor.

We are facing a hard, uphill job in providing employment opportunities and of improving the standard of life of Mexicans in this country at the present time. Do we want to complicate this problem by bringing in an additional supply of Mexican labor? The 20,000 to 40,000 workers who have been recruited from Texas for the beet fields to the north will be back in their old haunts in November. There will be few jobs for them. They must be subsidized for many months in order to be ready for the beet fields again in the spring.

What has been done in a limited way in California, in Texas, and in Florida, by the Farm Security Administration through its labor homes, gives hope that some day we may be able to stabilize our agricultural populations; that we may devise a plan in which it will not be necessary for large numbers of families to migrate long distances each year, to the detriment of their health and their whole standard of family life.

If the interests that are working for the introduction of additional Mexican workers to this country succeed in their objective, I believe they will also succeed in getting around any standards that may be set for them in the employment of these workers.

Mr. ARNOLD. Mr. Chairman, if each of the speakers will take say 3 to 5 minutes to describe the position of his agency with respect to the question of the importation of Mexican labor, this will open the subject and we can then expect that the members of the committee and staff will have various questions.

We might start with——

Dr. LAMB (interposing). May I interrupt a moment to say that I notice there are representatives of other agencies present who might want to sit in, and who may want to answer or ask some questions later. I would like to take notice of the presence of Mr. Elmer Rowalt of the War Relocation Authority, representing Mr. Milton Eisenhower; I don't know whether Mr. Ennis wants to be officially noted as being here, or not?

Mr. ENNIS. No, Dr. Lamb; Mr. Devany represents the Department.

Mr. SPARKMAN. May I interrupt the proceedings, Mr. Chairman, to say that it is necessary that I attend a very important meeting of the Military Affairs Committee. I will have to go now and regret very much not being present during this conference. It may be that I will be able to get back later, but I do want you to excuse me.

The CHAIRMAN. Of course the military takes precedence, so you will be excused.

Mr. SPARKMAN. Thank you.

MEMBERS OF THE PANEL

The CHAIRMAN. Members of the Conference on the Importation of Mexican Labor are as follows:

Mrs. Clara M. Beyer, assistant director, Division of Labor Standards, Department of Labor.

Mr. Collis Stocking, assistant director, Bureau of Employment Security, Social Security Board.

Mr. Ernesto Galarza, chief, Division of Labor and Social Information, Pan-American Union.

Mr. Walter H. C. Laves, director, Division of Inter-American Activities in the United States, Coordinator of Inter-American Affairs.

Mr. William J. Rogers, chief, Division of Labor and Rural Industries, Office of Agricultural War Relations, Department of Agriculture.

Mr. Angel Rosas, labor attaché, Mexican Embassy.

Mr. Alvin Roseman, assistant to the administrator, Federal Security Agency.

Mr. Allan C. Devany, chief examiner, Immigration and Naturalization Service, Department of Justice.

Mr. George H. Winters, assistant chief, Division of American Republics, State Department.

Rt. Rev. Monsignor John O'Grady, secretary, National Conference of Catholic Charities.

Mr. William F. Montavon, director of the legal department of the National Catholic Welfare Conference.

Mr. Elmer Rowalt, assistant to the Director, War Relocation Authority.

TESTIMONY OF COLLIS STOCKING, ASSISTANT DIRECTOR, BUREAU OF EMPLOYMENT SECURITY, SOCIAL SECURITY BOARD, WASHINGTON, D. C.

Mr. ARNOLD. Now, Mr. Stocking, if you will take a few minutes to describe the position of your agency with respect to the question of the importation of Mexican labor, we will appreciate it.

JAPANESE NOT AVAILABLE

Mr. STOCKING. At the beginning of this season it was thought for some time that it might be possible to use some of the Japanese that were being evacuated from the coast, for sugar-beet work. It is estimated about 120,000 Japanese are to be evacuated; of those there are about 28,000, I believe, that have had some experience in agricultural work.

It was decided, however, by the War Relocation Authority, that the Japanese would not be available. That decision was made definite I believe, sometime last month, although I am not sure of the date.

This decision made it necessary to try to find other workers. We did redouble our recruiting effort, insofar as funds permitted, to meet the demand for workers for the sugar-beet fields.

However, on the eve of the time for blocking and thinning the sugar-beets, it was becoming increasingly apparent that there was a danger of not being able to get a sufficient number of workers. About 2 weeks ago, I believe it was, at the time of the meeting that you referred to, held by Mr. Roseman, we were unwilling to certify the importation of Mexicans; that is to say, we were unwilling to say that the labor could not be obtained here.

On Sunday, 2 weeks ago, a meeting was held in Cincinnati with our representatives from sugar-beet areas, at which they developed plans to meet the situation without importing Mexicans. We discussed these plans with the sugar-beet growers and they indicated a willingness to cooperate with us in the recruiting program.

Briefly, we were going to try to locate a sufficient supply of workers in Arkansas, Louisiana, Oklahoma, Texas, and New Mexico, and the sugar-beet growers agreed to pay the transportation of the workers recruited from the point of recruitment to the point of employment, and return.

We were to arrange for what we call pooled interviews; we get the people together that are suitable for the work to be done, and the representatives of the growers appear and hire the workers in groups. When we really started to work on this they turned in orders for 2,200 workers.

The first 2 days of our recruiting effort we recruited something in the neighborhood of 1,100 workers, and felt certain that we would be able to fill the remainder of the orders.

However, we did not at that time have orders from all the sugar-beet growers that needed workers, and a survey of the labor market conditions by the head of our Farm Placement Service indicated that we would not be able to meet the full needs. This survey indicated that there would be a deficit of probably 3,000 in California, 1,500 in Idaho, and 1,500 in Montana.

On the basis of the estimate of a deficit of workers, which incidentally was a great deal smaller than the estimates of the sugar-beet growers of the number of workers they would need to import, we certified these areas as being areas in which we could not get enough labor to meet the immediate demands.

Since then we have received a notification from our representative in Oregon that Japanese workers will be made available in that area, and that the sugar companies are paying transportation costs from Portland, Oreg., to Malheur County, Oreg., where the workers are to be used. The employers are buying beds and furnishing sleeping accommodations for 300 workers, and furnishing this equipment to the Farm Security Administration and setting up the necessary facilities for their employment.

It may be that this indicates a change of attitude on the part of the War Relocation authorities, and it is not impossible that the available Japanese workers may alleviate the situation in other States.

The CHAIRMAN. At the invitation of the committee, we have Mr. Rosas, labor attaché of the Mexican Embassy, present here as an observer.

Mr. ARNOLD. I don't want to specify the order in which any of you speak on this problem; just proceed as you like.

TESTIMONY OF ALLAN C. DEVANY, CHIEF EXAMINER, IMMIGRATION AND NATURALIZATION SERVICE, DEPARTMENT OF JUSTICE, WASHINGTON, D. C.

Mr. DEVANY. Well, since I am next in order, I will go ahead.

First I would like to express the regret of Major Schofield at his inability to attend the meeting today.

CERTIFICATION OF LABOR NEEDS TO IMMIGRATION SERVICE

I think it would be well to mention first the basis for the position of the Immigration Service from a statutory standpoint. Section 3 of the act of February 5, 1917, excludes from the United States both skilled and unskilled labor. As to skilled labor, there is authority for waivers as an excluding ground, where a showing can be made that labor of a particular kind is unavailable in the United States.

As to unskilled labor, there is a provision in the statute, known as the ninth proviso, which permits the Attorney General, in his discretion, to permit such persons to enter the United States under such conditions as he may wish to impose.

As regards sugar-beet labor, which has been classed as unskilled labor, if such admissions are authorized, it is under that ninth proviso.

In determining whether such labor should enter, we have for the most part relied upon the United States Employment Service to certify to us the need for such labor. However, the process for our coming into the case in the first place is that the applications are submitted to the Immigration Service by the various individuals requesting such labor. These formal applications come through our field offices. Our various field offices conduct, in some cases, an independent investigation. In others, where conditions justify, reference is made entirely to the United States Employment Service.

Whenever a report is received from that organization it is submitted to the central office of the Service, together with any independent investigation conducted by the Service.

REASONS FOR DELAY

Action has not been taken on any of these cases relating to Mexican labor, to date. We have, however, on hand at the present time, a certification from the United States Employment Service of the need for 6,000 Mexican laborers.

The Immigration Service was represented at the meeting of the committee of the various departments of the Government considering this problem, at which time consideration was given to the conditions which would prevail in the event Mexican labor were permitted to enter.

So far, this matter has not been presented to the State Department for the purpose of requesting the Mexican Government to permit such labor to enter the United States. This has not been done for the following reasons, first, that the exact conditions have not been agreed upon to date so far as the Immigration Service knows; second, the distribution of such labor, if permitted to enter, has not been finally determined; third, the sugar-beet employers have not indicated any agreement on conditions which might prevail if Mexicans are permitted to enter.

I might mention the fact that the Service has, on the other border—the Canadian border—during the past year considered applications for the admission of Canadian woodsmen, and we have, from time to time, permitted such laborers to enter with the consent of the Canadian Government.

So far as concerns labor in the United States, and its availability, I have stated that we generally rely upon the U. S. Employment Service for advice in this regard. The Immigration Service does believe, however, that the use of Japanese labor has not been considered in its full extent, and that before Mexican labor is permitted to enter, if in the general picture it is found that such labor is needed, the advisability again of considering Japanese labor should be exhausted.

I thank you.

Mr. Arnold. Mr. Rogers, Chief of the Division of Labor and Rural Industries, Office of Agricultural War Relations, Department of Agriculture.

TESTIMONY OF WILLIAM J. ROGERS, CHIEF OF THE DIVISION OF LABOR AND RURAL INDUSTRIES, OFFICE OF AGRICULTURAL WAR RELATIONS, DEPARTMENT OF AGRICULTURE, WASHINGTON, D. C.

Mr. Rogers. Mr. Chairman, probably I should start my statement by going back about a year, at which time the Department of Agriculture began to plan a production program which would secure the production of the kind of crops that were most needed in our entire war effort, food for both ourselves, and our armed forces, and, since then, our Allies.

AGRICULTURAL PRODUCTION PROGRAM

That program was inaugurated last fall, in September. It was revised a time or two in the light of changing conditions. The purpose of this expanded program is, of course, to get not just more of everything, but more of the kind of things that are needed. It involved not only an over-all increase in agricultural production, but a marked shift from one type of production to another type in many sections of the country.

Two of the crops, for example, which are perhaps of importance to this discussion, are sugar beets and long-staple cotton.

In the case of sugar beets, we have asked for an unlimited increase in acreages. We had hoped to get an average increase of around 40 percent. Whether or not that actually has been achieved will depend upon some plantings that have taken place or have not taken place within the last few days. The expansion in some areas has been far greater than the average of 40 percent. Some of the larger expansion has been in States and in regions in which there apparently has not been a great deal of local labor available to take care of so large an increase.

In the case of long-staple cotton, if I am not mistaken, the limiting factor is the amount of seed that we have. Long-staple cotton, as I understand, is restricted for use only in our vital war production.

There are other crops that have been expanded materially, particularly the oil crops such as soybeans and peanuts.

The Department of Agriculture is interested from the standpoint of securing sufficient labor to take care of these crops. That has been our approach all along. We realize that more labor, at least more man-hours, will be required. Part of those additional man-hours can, no doubt, be secured through a slight lengthening of the day of work on the part of the farmers, if that can be lengthened very much more; and through better utilization of the workers available.

Even with that it is our opinion some additional workers would be required above those that we have had in the past.

SEASONALITY OF AGRICULTURAL LABOR

One of the factors that makes the agricultural labor problem different from the industrial labor problem is the seasonality which occurs simply because of nature. In the past there has been a variation of approximately three and a half million workers from the low of employment, about the 1st of January, to the peak of employment which occurs from July through October.

As we have approached the problem of labor in relation to our production, we have been working very closely with the United States Employment Service to assure a supply of workers which would be adequate to meet our needs. As soon as we establish these goals, we have given the information to the Employment Service and worked with them, and have had our Department people working with them cooperatively in each State and each community. We have done everything that we know how to do from the standpoint of working out an organized method of getting the workers where they are needed at the time they are needed, within the limitations that the Employment Service and the Department have had.

I think that is largely the position of the Department.

I would like to add, however, that these agricultural problems are different from almost any of our manufactured products. If we have a machine here that is 90 percent produced, and for some reason labor isn't available to finish the job, usually that machine will wait, and it won't actually deteriorate or spoil until we do get the labor. In the case of most of these farm crops, however, if we don't have the labor at the time it is needed, our crop is gone.

Again I might mention because they are apparently of particular interest to this group that these two crops—you can hardly find two crops that are more vital to us right now than sugar beets and long staple cotton.

Mr. Arnold. Mrs. Clara M. Beyer, assistant director, Division of Labor Standards, Department of Labor.

TESTIMONY OF MRS. CLARA M. BEYER, ASSISTANT DIRECTOR, DIVISION OF LABOR STANDARDS, DEPARTMENT OF LABOR, WASHINGTON, D. C.

Mrs. BEYER. The interest of the Department of Labor in this problem is primarily that of protecting the wage earners and trying to improve the conditions of work.

We firmly believe that no workers should be brought in from Mexico until the labor supply in this country is fully utilized. We have no measure ourselves of what the labor situation and labor requirements in agriculture are. We depend upon the Employment Service for those figures.

We know from past experience that there has been a great deal of exploitation of Mexican workers in this country; that the wages have been low, the conditions of work often intolerable; that they have been exploited by labor contractors, and that in general they haven't been given the square deal that we expect for workers in this country—although many of our own workers are being exploited in the same way.

EFFECT OF LABOR STANDARDS ON LABOR SUPPLY

I think it was the feeling of the subcommittee which worked on these labor standards, that if certain conditions were met in this country there might not be any need for importation of Mexican labor. Among those conditions the committee spelled out that the differential between industrial wages and agricultural wages should be reduced. Agricultural wages are too low in relation to the industrial wages.

The CHAIRMAN. Is anything being done about that, Mrs. Beyer? I think you have hit the nail right on the head there.

Mrs. BEYER. It was discussed in this committee, but I don't think any solution was reached. In the committee's recommended standards the minimum wage rate at which Mexicans could be brought into the country was considerably higher than the going rate in agricultural areas today.

These minimum rates should aid in setting some measure as to what agricultural wage rates should be.

All of us who work on this problem of agricultural labor are impressed with the inadequate housing facilities for these workers in the areas in which there is supposedly a shortage of labor. We cannot hope to hold labor in these areas unless that housing is improved.

The Farm Security Administration lacks the funds to do the housing job for these areas that it has been doing for the migratory labor group. I think its farm camp program has been excellent, and it should be expanded rather than reduced at this particular period.

In addition to that, we know that the Employment Service has not had an adequate staff with which to do the recruiting job that has to be done, and this recruiting job is no small proposition. They have got to have a staff, they have got to have funds if we are going to see that available labor in this country is brought into the place where it can be used most effectively. Much more emphasis should be given to expanding our Farm Placement Service in this emergency.

CONTROL OF PRIVATE LABOR CONTRACTORS

Another thing that we have talked about before this committee in the past, and have had hearings on, is the need for regulation of private contractors that are going down to Mexico if we open up this question, to recruit the Mexican labor and bring them into this country. They are now in Texas recruiting labor for Michigan and Indiana and Ohio. They bring them in long before the season commences, and these people are thrown on relief until such time as the crops are ready to be taken care of. That situation this year is as bad as it has ever been. They have taken the workers out of Texas, brought them up to these other areas, and kept them there maybe for 6 or 7 weeks before there was anything for them to do.

That situation should be controlled. There is no Federal machinery for control at the present time. It is essential that the Tolan bill be passed to give that measure of control. If it were passed, and a very close tie-up with the Employment Service worked out, the sugar-beet companies and these other companies would be inclined to work through the Employment Service, instead of setting up this private recruiting system that is now demoralizing the labor market.

The CHAIRMAN. Mrs. Beyer, I was just thinking that when we go before the Rules Committee you would be a pretty good representative of the committee to get a rule on H. R. 5510. I want to talk to you about that afterward; I think you would probably be more persuasive than we are.

Mrs. BEYER. If I could be of any help I would be delighted, Mr. Congressman.

We feel that the Japanese workers should be used insofar as it is possible to use them, because of the demoralization that is bound to take place among those workers unless they are brought into a job relationship. The sooner that we can use them effectively, the better. If Japanese workers can be used in the sugar-beet areas, or any of these other places, they should be used before labor is brought in from Mexico.

PROTECTION AGAINST EXPLOITATION

However, I think we must be realistic about this thing, and if the Employment Service has found that we cannot get the labor, then we should not let our crops spoil. However, if we bring in Mexican workers, we should be sure that those workers are protected and not exploited. It would be most unfortunate to bring in Mexican workers now and let them go through what many of the Mexican workers who are in this country at the present time have gone through.

I think the labor standards should not only be put into the treaty, but that they should be enforced in this country so that we can give adequate protection to the Mexican workers while they are here, and see that they get back to their homes again at no expense to them.

The labor standards that have been drawn up by this joint committee, if enforced, and if adequate machinery for enforcement is provided, would give that protection insofar as it is possible for the Government to give it. But I hope very much that ways and means will be found that will make it unnecessary to bring in large numbers of Mexicans at this time.

NO JOINT AGREEMENT ON IMPORTATION OF LABOR

The CHAIRMAN. There is no treaty at the present time between the Mexican Government and this Government, is there, as to the importation of labor?

Mrs. BEYER. Probably I used the word "treaty" in the wrong sense. I meant the arrangement that would be made by the Immigration Service.

The CHAIRMAN. It is a peculiar thing, Mrs. Beyer, we have many agreements with the Mexican Government regarding boundaries and practically everything else excepting the flow of human beings from one country to another. As far as I know, there is no treaty or agreement of that kind between the two Governments. There should be, and when they come in here they should come on a national basis. It seems to me it should be understood between the two Governments on what basis they are coming in, and that they should be taken care of as well as we are taking care of our own people.

Mrs. BEYER. I think that is very important. We must realize that we haven't been taking care of our own people in this particular situation. I think we should make very effort to take care of them and to see if they cannot be made to do this job. They should be recruited and brought to the place where their labor will be effective, and then returned to their homes again and not stranded in the community where they happen to work at the time their employment is ended.

NO COMPLETE LABOR INVENTORY AVAILABLE

The CHAIRMAN. Mrs. Beyer, it keeps recurring to me all the time, and we run up against it in our hearings, that we talk about so many workers being needed in California and Texas and other States; but we have, as we know, and as Monsignor O'Grady stated this morning, really no complete inventory of just what is needed in those States, or how much available labor supply we have in the States which are appealing for aid.

Mrs. BEYER. That is true, and that is why it is very important to expand the Employment Service and to expand the fact-finding service of the Department of Agriculture. We must get those facts before we can make proper use of our labor supply.

TESTIMONY OF WILLIAM J. ROGERS—Resumed

Mr. ROGERS. I might observe here that the fact-finding facilities of the Department of Agriculture will be much further reduced the first of July.

The CHAIRMAN. It is no fault of this committee, Mr. Rogers.

Mr. ROGERS. That is right; I just wanted to make that observation.

DISPARITY BETWEEN FARM AND INDUSTRIAL WAGE RATES

There is one observation, Mr. Congressman, that I would like to make in regard to the wage rates. I don't think there is any question at all of the great disparity between farm wage rates and the industrial wage rates. An examination of the relationship between wages, both agricultural and industrial wages, and between certain other factors in agriculture, indicates that for a good many years farm wages have tended to follow very closely the farmer's income, not necessarily prices, but his cash income.

The wages have tended to lag 6 to 9 months behind the rise in cash income, when it goes up. When the cash income goes down, they follow it down, still with a little lag. Up until a few years ago industrial wages bore a fairly constant relationship to farm wages, but in the last 2 or 2½ years there has been a growing disparity between industrial wage rates and farm wage rates——

Dr. LAMB (interposing). While agricultural prices have been rising.

Mr. ROGERS. Yes; but industrial wages have risen far out of proportion to farm wages. Which would lead to one other thing: There has been, as you know, Dr. Lamb, a constant rise in farm wages generally in the last year, and no doubt the farmers with better prices can and will pay some higher wages. But with the present prices you have, compared to the industrial situation, there probably is a limit to the wages that the farmer can afford to pay at the present time. Where that is I don't know exactly, but there is some limitation in there and it is a pretty big problem that we have confronting us.

Dr. LAMB. Before going to the next speaker I would like to observe, however, that we haven't seen any very good figures on the spread, for example, on long staple cotton, or on short staple for that matter, between the prices received not only for the cotton but for the seed, and the amounts paid for labor.

WAGE RATES FOR COTTON PICKERS

I have the distinct impression that the amounts paid for labor have tended to lag far behind the income received from both cotton and seed.

For example, in 1939 you had about 9-cent cotton, I think; is that right?

Mr. ROGERS. I don't recall; I think that is about right.

Dr. LAMB. And you had, for instance, in Texas—well, I think it would be generous to say, 50-cent labor; 40 cents would probably be about right; how about that?

Mr. ROGERS. I believe you would be a little low on that.

Dr. LAMB. Fifty cents would certainly be about right, 50 cents a hundred, around Corpus Christi, for example; and when cotton went to 17 cents in 1941 they were paying about 75 cents, and that reluctantly, for the cotton picked in that part of the State.

Mr. ROGERS. Other parts of the State, I believe, were paying higher, and other States I know were paying much higher.

Dr. LAMB. They were paying 85 cents a hundred at the beginning of the season, and when they had to come up they came up to around a dollar.

Mr. ROGERS. Of course we don't know yet what this year's wages will be.

Dr. LAMB. What is cotton selling for, that is, medium cotton?

Mr. ROGERS. I am sorry, I don't know; I should be able to tell you.

Dr. LAMB. I have an impression that it is well over 17 cents at the present time. Those spreads are pretty striking and the price of seed is equally high. I don't know what that is but it is over $45 a ton, I believe, at the present time.

Mr. ROGERS. I think that you will, no doubt, find differences in any one particular crop. I was speaking of agricultural income and agricultural wages in general. No doubt you will find variations.

Dr. LAMB. I just wanted to point out that it looks as if there was a very distinct lag in the rise of wages, as over against prices and income from the crop, particularly in cotton. In sugar beets the wages tend to be around the minimum. The prices, I presume, are more or less fixed, as well as the minimum wage.

Mr. ROGERS. I believe that the minimum wage set is within about 2 or 3 percent of the increased price on sugar for this year. There may be a slight variation above in the sugar price, but the sugar wages increased approximately 26 percent over the country as a whole.

Dr. LAMB. But there are great discrepancies in various part of the country within the sugar-beet wage, are there not?

Mr. ROGERS. That is right.

Dr. LAMB. Particularly on an acreage basis?

Mr. ROGERS. Yes; these, I think, are due in some cases to the method of operations in contracting, and in other cases to some technical differences in the production.

Dr. LAMB. I wonder if there would be any way for us to get hold of a brief statement of these wages, with some samples from around the country, and the prices being received for the crop?

Mr. ROGERS. You mean the sugar-beet wages?

Dr. LAMB. Yes, and also the cotton.

Mr. ROGERS. Yes. On your cotton wages for this year you would have only those in the case of the cotton-chopping wage.

Dr. LAMB. Would it be possible to get that, Mr. Stocking?

Mr. STOCKING. We could get it from the Department of Agriculture.

(This material was later received and accepted for the record. It is printed on page 12462.)

Mr. ROGERS. Of course we can give you the general price being paid for sugar, but incidentally your sugar-beet grower never knows for a year after his crop is in just how much he is going to get.

Dr. LAMB. And of course the sugar-beet worker doesn't know for several months after he has done the job, what he is going to get, either.

TESTIMONY OF MR. ERNESTO GALARZA, CHIEF, DIVISION OF LABOR AND SOCIAL INFORMATION, PAN AMERICAN UNION, WASHINGTON, D. C.

Mr. ARNOLD. Mr. Galarza?

Mr. GALARZA. Mr. Congressman, to begin with, I ought to make it perfectly plain that the Pan American Union is an international body controlled by the 21 American republics, and that the remarks or observations that I might make here this morning are in no sense an indication or a suggestion as to the policy of the Pan American Union on this matter, because the Pan American Union could hardly, with any propriety, have a policy on a matter which at this stage is a subject of the internal policy of the United States. I wanted to make that clear.

I am here as chief of the Division of Labor and Social Information, with the consent and permission of my chief, because we feel that in the position which we occupy, being in touch with the trends of opinion and of research in the international labor field, we can probably suggest some of the broader problems that are involved in this immediate question of Mexican immigration to the United States.

PROBLEM AFFECTS ALL THE AMERICAN REPUBLICS

We believe—and I am personally convinced—that the solution, both immediate and long term, that is given to the problem of the coming of the Mexican worker to the Southwest, as well as the adjustment that he makes in the United States, is, broadly speaking, a matter of deep and significant interest not only to the United States and Mexico, but to several other American republics as well. It isn't generally recognized that the United States and Mexico are not the only two countries in the American hemisphere that have this difficult and complex economic and social problem. It even creates a political problem when, largely for economic reasons, the working population of one country floats over the boundary into another neighboring area.

A similar problem exists in the boundary areas of other parts of the Western Hemisphere. I believe this committee is touching on something profoundly significant in the relations of the American republics. I believe there is a possibility of setting up a way of approach and of suggesting a solution which will affect the welfare and lift the standard of living, not only of the Mexican in the Southwest, but of the migratory worker in other areas of the Caribbean and of South America.

MEXICAN ORGANIZED LABOR OPPOSES HAPHAZARD MIGRATION

It would be well, I think, for this committee and for the agencies of the United States Government who are interested in this problem, to take very careful note of the position which Mexican labor, organized labor in Mexico, has always taken on this problem.

For many years back the organized-labor movement in Mexico has definitely objected to and has commented upon, and has called attention to the orthodox and traditional way of handling the problem of the scarcity of labor in the Southwest United States.

Today I don't presume to represent the opinion of organized labor in Mexico, but I can just pass on to you what I think is an accurate understanding on our part of what that attitude is: It is simply that the more or less haphazard emigration of Mexican labor to the Southwest, with no provisions for standards, and with the dislocation always produced by the movement of large masses of workers, in Mexico itself, is definitely contrary to the interests of organized labor in the Mexican Republic.

I believe that Mexican organized labor today would take the same attitude, and since it would be necessary to have the cooperation and the sympathy which the Mexican organized labor movement is willing to extend in the defense effort—and that I want to underline also—in order to secure that sympathy I think it would be wise to keep this very important factor in mind.

Moreover, I believe that this committee should be prepared to face an attitude on the part of the Mexican Government with respect to this problem, somewhat along the following lines, and again this is not an official statement, but a statement made to you with the desire to anticipate the problems that may arise and to broaden the perspective of the committee.

PROBABLE POSITION OF MEXICAN GOVERNMENT

The position of the Mexican Government on this, as I stated to the committee a moment ago, will probably take the following form:

1. That at the moment as things are now, there should be categorically no further emigration of Mexican workers and their families to the United States, as being contrary to the interests of Mexico.
2. That there is a recognition of the fact that this is a defense problem, not only for the United States but for the hemisphere; and that if ways and means can be found to lift this problem out of its traditional form and put it on a higher level, both from the standpoint of production and of human welfare, I believe the Mexicans would be willing to recognize the need to cooperate with the United States to assure a sufficient supply of labor.
3. That a real need for workers in the Southwest area be established before further emigration is authorized. And I might say that there isn't general agreement, very often, in fact, there are obvious discrepancies between reports that are received as to the need for labor in certain areas in which Mexicans have settled.
4. The Mexicans will, no doubt, if they are consistent with their past views on this matter, insist upon the setting up of standards along the lines indicated by the representative of the Department of Labor.
5. It seems probable that the Mexican Government would suggest and emphasize the need to set up an international body composed of representatives of the Mexican Government and of the United States, to do exactly what the chairman has indicated, namely, to give to the human labor problem at least as much consideration as the movement of goods and of water and of other problems that the two governments have handled on the basis of international negotiations.

I want to be very brief in what I am going to say now. I am now adding this as a statement, still in pursuance of the general idea of broadening the perspective of the committee. This is not only a matter of bringing agricultural workers to the Southwest, but it is a matter of the adjustment and the solution of certain cultural problems, problems of friction and of ill-feeling that have grown up between our two peoples.

DUAL LABOR STANDARDS

For example, when you speak of leveling out industrial and farm wages, I would like to call your attention to the fact that in many areas of the Southwest today there are dual wage standards and that Mexican workers today are being paid less for the same kind of work than the American citizens are getting.

Secondly, in many areas, too, we find that the Mexican worker is subject to very serious discrimination in the matter of seniority. We find also that the Mexican workers who go back to their native land carry back some very disagreeable impressions and recollections of segregation in many forms.

They find, for example, that some young man in a Mexican community, an American citizen, volunteers to go to the armed services of the United States because he feels it is his job and duty to defend his adopted country, and he finds that he can't, that there are many disabilities and barriers because he happens to be of a very dark color.

These are part of the complexities of the situation, and I am putting them on the record because the productivity of labor is always a matter of morale. I don't believe that is a matter of propaganda; it is a matter of what the worker is getting out of life; the more he is getting out of life the more he will give; and I am sure the Mexicans are no exception.

These psychological frictions lie at the bottom, I think, of much of the difficulty.

INTERRELATION OF NORTHERN MEXICO AND THE SOUTHWEST

Finally, I want to say, in a much more emphatic manner, that I don't think it is possible any longer for the solution of the problem of Mexican emigration to the United States to be based on any principle that does not conceive of the development of the economic and human resources as a whole of that area that lies on both sides of the border. I am speaking of northern Mexico and the southwestern part of the United States.

That is an economic area that should be considered as a unit. In other words, northern Mexico should no longer be regarded merely as a reservoir of manpower than can be tapped when certain enterprises in the United States think it is timely to tap it.

Quite the contrary. If we limit ourselves to this problem from the standpoint of immediate defense effort, I should like to call the chairman's attention to this fact: the northwestern area of Mexico is a vital defense area, vital to the defense of the United States, and vital to the defense of Mexico. The conditions of life in that area are far from desirable. In nutrition, for example, there are entire areas which are blighted areas from the human standpoint. In northwestern Mexico there are food resources. One that I think of is the fishing industry. The fishing industry has always been an export industry and today, 20 miles from the center of the fishing industry in northern Mexico, workers cannot buy fish, they can't consume it, because it is all shipped either to the United States or to Mexico City where it sells at extraordinarily high prices.

Moreover, under the pressure of defense needs, extraction plants are being set up in Lower California for concentrating vitamin A. This vitamin A is to be exported. To me that means that this traditional drain on the food resources of northwestern Mexico, which should have gone into the building up of the physical resistance and the capacity of these people to produce, is a problem which hasn't been given due attention.

Now, I think we have a problem of focusing upon that whole area and remembering that Mexico's manpower will produce both in the United States and in northwestern Mexico. I think it is primary to regard it in that light and to protect living standards and the drainage upon labor power in northwestern Mexico, because the time is coming very soon when the productivity, the adjustment, the efficiency of the Mexican worker in Mexico itself will be an important defense consideration.

The Chairman. Well, I don't know that I can disagree with your statements; I think they are a good deal along the lines of my own thoughts. Speaking for myself personally, I think if Mexican laborers come into this country they should have their standards, they should have their status.

This committee has been all over the United States and we have examined this problem from the standpoint of the destitute migrant. Why, between Mexico and the United States, the human equation is the last thing to be touched, I don't know. I guess it is answered by the fact that it is the last thing touched between States. Here we have 48 States, and as far as the migration of destitute citizens is concerned we might as well be 48 nations; the migrants have no status and never did have a status in this country. They lose their legal residence in one State and don't gain it in their State of destination; they are voteless and voiceless, even to the extent that, as pointed out by the Supreme Court in the *Edwards case*, 28 States in the Union make it a crime to transport an indigent citizen across their boundaries.

So we haven't done very well in our own country so far as that is concerned, and we can't be very proud of it. Of course this great migration to defense industries of millions of people might change it.

But I agree with you on the proposition that if Mexican labor comes in here it must come in under an arrangement between the two Governments, and, as you say, with the morale in no way lowered. I don't think there is any other way, and I repeat that I agree with you.

Mr. Galarza. May I just add one comment, Mr. Chairman?

The Chairman. Certainly.

Mr. Galarza. These problems of maladjustment and discrimination and others that I have pointed to, for many years have spread far beyond Mexico; they are picked up and commented upon by the enemies of the United States, or at least those who don't wish to see friendly relations between the American republics, and they build that up as an example of the indifference of the people of the United States to the Mexicans.

Mr. Arnold. Mr. Walter H. C. Laves, director, Division of Inter-American Activities in the United States, and Office of the Coordinator of Inter-American Affairs.

TESTIMONY OF WALTER H. C. LAVES, DIRECTOR, DIVISION OF INTER-AMERICAN ACTIVITIES IN THE UNITED STATES, OFFICE OF THE COORDINATOR OF INTER-AMERICAN AFFAIRS, WASHINGTON, D. C.

Mr. Laves. Mr. Chairman, the interest of the Coordinator of Inter-American Affairs in this problem springs from the responsibilities of the Corodinator under the Executive order establishing that office. These are responsibilities which relate to the war-time effort of the entire Western Hemisphere, efforts which involve the collaboration of the 21 republics in this hemisphere. They are responsibilities which relate also to the economic and cultural interrelationships of the peoples of the entire Western Hemisphere.

I might say that these are responsibilities that are concerned with the Good Neighbor Policy, the Good Neighbor Policy in war as in peace.

GOOD NEIGHBOR LABOR POLICY

Now our concern is that the problem of Mexican labor, the bringing in of Mexican labor, shall be handled in such a way that there is a maximum use of the available resources of the Western Hemisphere toward the winning of the war, and a maximum use, therefore, of human as well as material resources.

Secondly, we are concerned because we think that this problem needs to be handled in a way which will not jeopardize the good relations between the United States and Mexico, and, in a broader sense, the relations between the people of the United States and the people of the other American republics.

We get a good many reports which indicate that many Mexicans go back to Mexico, to their native land, with a distinct feeling of ill will toward the United States because of the way in which they have been treated; they feel that they have been unjustly treated.

These people, and also those in the great Southwestern States of this country, become the objects of propaganda of an anti-American, anti-United Nations, character.

This is, as Mr. Galarza has said, in part a problem of morale, and so long as there is a substantial portion of the manpower of the Western Hemisphere which feels it is discriminated against, and which feels that it is not being appropriately treated, that portion of the manpower necessarily is going to be under attack from those who are trying to divide the United Nations in their war effort.

In short, unless this problem is treated in a way which is consonant with the good neighbor policy, there is likelihood that we will play into the hands of our enemies.

I should say also—perhaps I should have said this first—that the Office of the Coordinator of Inter-American Affairs is interested in seeing that what is done about this problem shall not in any way endanger the human welfare of our fellow Americans.

Our office has been cooperating with other Government agencies in a number of these hearings that have been going on, and the committee meetings that have been taking place under the chairmanship of Governor McNutt, and we have answered the questions of your committee. I do not need, therefore, to go into detailed questions of policy.

STANDARDS SET BY COMMITTEE

I have wanted first simply to establish what our interest is in the case. I would like to go one step further here, however, to indicate that if there is to be any bringing in of Mexican labor into the United States, this should take place only after there has been presented adequate evidence that there is need for that labor.

Secondly, that we are opposed to uncontrolled private recruiting of Mexican labor, or any other human resources in the Western Hemisphere; and, third, that there needs to be some sort of a public authority or public agency which will lay down standards under which these human resources may be moved in time of national emergency.

A statement of standards has been worked out, again by the committee which was called together by Governor McNutt; and we have contributed what we could to the deliberations leading to the preparation of the statement.

We believe that an international authority should determine what the needs are. That is, beyond determining what the standards are under which the people are to be brought in, they should now determine also the needs, and it is of course essential that such an authority should be a joint one of the governments concerned. In other words, so far as the importation of Mexican labor is concerned, we feel very strongly that there should be an international joint committee.

I repeat what has been said by others here this morning, that this is a problem of the movement of men, of human beings; it is a problem of the human resources of the Western Hemisphere; it is a problem of how we can best make use of these human resources, first for the winning of the war, and then in the building of a longer and a more just social order.

It is necessary, therefore, that the governmental representatives of all these people be consulted. This is a joint responsibility of the Western Hemisphere.

When Congressman Tolan spoke a moment ago about the fact that we have paid little attention to human resources and we have paid much attention in treaties to other matters, there was recalled to my mind the remarkable address of Vice President Wallace a week or 10 days ago, in which he referred to the war as a "people's conflict" and that the result of this war must show an improvement in human welfare, the welfare of the people.

It seems to me, sir, that the problem which we are discussing here this morning must be viewed in this broader perspective.

Mr. Arnold. Mr. Alvin Roseman, assistant to the Administrator, Federal Security Agency.

TESTIMONY OE ALVIN ROSEMAN, ASSISTANT TO THE ADMINISTRATOR, FEDERAL SECURITY AGENCY, WASHINGTON, D. C.

Mr. Roseman. There is relatively little I can add to the statements that have already been made, except perhaps to give the committee a little more information concerning the interest of the War Manpower Commission in this problem.

WOULD FORM COMMITTEE OF AGENCIES HERE REPRESENTED

Because of the many agencies having an interest in various aspects of this problem, Mr. McNutt asked me to take the responsibility for forming a committee representing the agencies around this table to review the existing situation, and to make recommendations as to ways of meeting it. We are very happy to have had the participation of Dr. Lamb, of your staff, who has advised us on many aspects of the problem.

The War Manpower Commission, as you know, is a new agency, charged essentially with the responsibility of making sure that every possible resource is utilized in the most effective implementation of our war program from the point of view of manpower.

We are aware, of course, of both the short-time, immediate issues' and of the more fundamental long-time issues that have been so ably stated by Mr. Galarza and the other representatives. We do recognize the fact that agriculture is an essential industry in our wartime program; we do know that acreage has been expanded in agriculture and at the same time there has been an extraordinary drain of agricultural labor to other forms of war industry.

We are thoroughly convinced that we do not as yet have the adequate fact-finding machinery that we should have. The War Manpower Commission has already addressed representations to the appropriate congressional committees concerning the need for expanding and intensifying the work of the Department of Agriculture in this field, and also for a much more adequate implementation of the work of the Employment Service. That problem has been brought before you by representatives of those two agencies.

Informally, this committee has spent a good deal of time in reviewing various possible standards, in building up what we thought might be a feasible method of meeting this immediate issue in view of all the varied considerations involved.

PROTECTION OF DOMESTIC LABOR FORCE

In addition to the committee members who have spoken for themselves and for their agencies, I should say that the War Manpower Commission is definitely concerned about the basic premise that labor should not be imported under the same conditions that have existed hitherto; that we have an obligation for protecting our domestic labor supply or, to put it better, to make sure that our domestic labor supply is absolutely utilized to its maximum before we add to that supply and draw off from our neighboring countries' labor which they may need for their own war efforts.

We are no less concerned about the necessity for protecting imported workers against the type of exploitation that has taken place in some parts of this country over the years.

The War Manpower Commission is also concerned about this problem which Mrs. Beyer mentioned in connection with the present unregulated character of private employment agencies, and I anticipate that at the next meeting of the War Manpower Commission the Tolan bill will also receive consideration in that regard.

I might say that I have had the opportunity of having a number of delegations, representing both the farm groups and the labor groups, call upon me in the last few days, since this subject has gotten into the papers.

The representatives of labor who have talked with me and other members of our organization have indicated no disposition at all to view this question selfishly. There has been a great deal of emphasis upon the fact that there are available existing pools of American labor that are not now being utilized, and that if the Employment Service were more adequately staffed and strengthened, we could make more effective use of some of our people who are now unemployed, or underemployed, to meet some of these particular situations.

The point of view of several groups of organized labor has been essentially that represented around this table: That there should be no discrimination in wage standards; that there is this existing disparity between agricultural wages and industrial wages. Certainly there has been a very definite recognition of the point Mr. Galarza made, of the essential unity of interest on both sides of the border among labor groups.

Some of the farm groups who have talked with me have also recognized the fact that they are confronted with a new and different situation. They realize that they will no longer be able to recruit the labor they need, using some of the old practices or relying upon the sort of situation which existed when a farmer could drive to the nearest town and choose from a hundred men the 10 men that he particularly wanted to have.

The War Manpower Commission–I should emphasize this–has not taken any official position with respect to this problem because its attention has been devoted, in the two or three meetings that the commission has had, to certain broad aspects of our domestic industrial problems.

However, I should report that at the last meeting of the commission on Wednesday, we met with the members of the commission and the Secretary of Agriculture and the Secretary of Labor, and reviewed this general statement of standards which is being proposed to the Immigration Service and the State Department. It was agreed that the approach the staff group had worked upon was essentially a sound one.

We recognize the difficulties which are going to confront both the Employment Service and the Department of Agriculture in meeting some of these urgent demands upon them for providing labor for this existing and current situation. At the same time we are not yet thoroughly convinced that if the Employment Service were more adequately implemented, we could not meet our existing situation—I am thinking now of the situation as it relates to the next 2 or 3 months—through a more effective utilization of our domestic labor supply.

I should also point out that in terms of long-time consideration—and when I speak of that I mean primarily in terms of next year's program and the years after that—we feel that there will have to be a much more adequate planning job and much earlier work done on this problem if we are to meet our agricultural labor goals. We do foresee a continued drain upon agricultural labor and perhaps also a further expansion of the agricultural production program. This will mean that next year we shall have to start much earlier in the game to plan and work out our intergovernmental and interagency relationships, so that the problem can be met on a much less haphazard basis than is the situation today.

Mr. Arnold. Mr. George H. Winters, Assistant Chief of the Division of American Republics, State Department?

TESTIMONY OF GEORGE H. WINTERS, ASSISTANT CHIEF OF THE DIVISION OF AMERICAN REPUBLICS, STATE DEPARTMENT, WASHINGTON, D. C.

Mr. Winters. Mr. Chairman, the Department of State, as you know, of course, is not in position to determine the extent of any actual need for the importation of labor, whether from Mexico or elsewhere. We are, however, greatly interested in the problem for the reason that has been so clearly brought out here—that importation of labor has brought on so many difficulties in the past, which have had an adverse effect on our relations with Mexico. Admittedly, there has been discrimination, and discrimination must be resented and has been resented.

We therefore feel that any plan for the importation of Mexican labor which may be worked out must be based upon a showing of an absolute need. We feel that if there is such need, a plan should be carefully formulated and presented to the Mexican Government with the request for their cooperation. We feel that everything should be done to guarantee adequate standards as to wages, housing, and transportation for any workers brought into this country.

I would like to emphasize that we feel that the first step must be a complete showing to Mexico of an absolute need in this country. That, as I have indicated, is a matter over which the Department of State has no jurisdiction.

I might clarify the statement that we sent to Dr. Lamb last evening with respect to the proposal of a joint commission. We would not, I believe, have any opposition whatsoever to an international commission. Our question was one as to the practicability of establishing one soon enough to take care of the immediate problem which had been presented.

I believe that covers our position.

The CHAIRMAN. Mr. Winters, that is the real reason for this conference this morning, that this committee did not want to go into California or into Texas and stir this whole thing up as to their immediate needs, when, over it all, hung the international problem. In other words this committee—and you can take this back to Secretary Hull—will not take any stand or make any recommendation to Congress unless we have a clearance from the State Department and the Mexican Government.

So this is simply informal, we are trying to feel our way about, but we are not going to take any stand until you people are consulted and the Mexican Government is consulted.

Mr. WINTERS. Thank you, sir.

Dr. LAMB. I think probably there are a good many questions; we might give the reporter a 3-minute recess and then start the discussions.

The CHAIRMAN. All right, we will take a 3-minute recess.

(Whereupon a short recess was taken, after which the conference was resumed.)

The CHAIRMAN. Will the committee please come to order?

Are there some questions you want to ask, Dr. Lamb?

Dr. LAMB. I have a few to start off with.

I have the impression, from things that have been said this morning, that the request for Mexicans at this time is conditional and that the conditions vary, depending on the agency speaking.

My impression is that the Employment Service conditions the request upon the present inadequacy of funds, and in view of the fact that the request for 6,000 is for immediate workers, you aren't going to be able to get those funds soon enough to be able to make the search which will permit you to say whether there is a supply. Is that substantially correct?

TESTIMONY OF PANEL—Resumed

Mr. STOCKING. Yes. I might have pointed out that this type of recruiting is at first a special type; it is relatively expensive because you have got to make a more thorough search; you can't rely on these people coming to the office, you have to carry this service out to them.

Dr. LAMB. By "these people" you mean the workers of Mexican origin?

Mr. STOCKING. The workers of Mexican origin, that is right. You have got to go out and get them organized into a working group; you very rarely hire them singly, you get the leader who organizes the group. To do that takes money.

INADEQUATE STAFF

If I am not mistaken, we have very few people devoting their time to this activity in California. For traveling expenses, to go out into the byways, into New Mexico, a couple of weeks ago we had $400 left for this purpose. You just can't do an adequate job under the present circumstances.

Dr. LAMB. What this amounts to in effect——

The CHAIRMAN (interposing). How much money do you want?

Mr. STOCKING. Well, we are putting in a deficiency appropriation now, but I am sorry I don't know what the amount is; it is going to be put in right away.

Mr. ROGERS. Mr. Stocking, is it impossible to assign any more employees in California to this? Couldn't you assign additional employees on some such basis as the proportion of agriculture to other work?

Mr. STOCKING. That is not quite as easy as it may sound. After all, California is an area which has been very rapidly industrialized, and we have one of our largest industrial recruiting stations there. Very frequently, or generally, the people who are particularly well equipped for carrying on the industrial recruiting and placement work, are not people especially well equipped for shifting over to agricultural placement work.

Mr. ROGERS. I was just wondering. I have heard this, I don't know whether it is a fact or not, that in some States they are not working on domestic orders for placement, feeling that there are other things more important. I was wondering if the Employment Service felt that agriculture should be served only after the industrial employers and workers are served?

Mr. STOCKING. No. You must remember that we have had an expansion of crops and we have tried with the expansion of our agricultural service, to keep pace with that, and, as you know, we weren't able to carry out a great many of our plans because we did have a cut in our budget request, which limited our activity.

Mr. ROGERS. That represents an actual reduction, though, in employees working on farm labor in California, does it not?

Mr. STOCKING. I am not sure; maybe I have understated the number of people engaged in farm placement in California. But I want to indicate that we are inadequately staffed for doing the job that is now being expected of us.

The CHAIRMAN. We talk around the table here and get the facts, but we must also think in terms of what is the best thing to do about it.

LABOR ESTIMATES

Now, as Dr. Lamb stresses, we start off with the fundamental premise of the need for this importation, are there any mechanics by which the field employment agencies, together with the State agencies, for instance in Texas—can get together and make a survey of how much labor they have on hand?

Mr. STOCKING. Mr. Congressman, we do that now, we do it more adequately with industrial labor than with agricultural labor, but now we work with the Department of Agriculture very closely in currently reviewing the acreage, growing conditions, and the anticipated size of the crop, translating these factors into the number of workers that will be needed. On the basis of this information we are able to consult with employers and in many cases get a correction of their earlier estimates of how many workers they think they will need, or they state that they think they will need.

But there is the other aspect of this particular difficulty, locating the people. After all, in this connection too, it is impossible to overemphasize the differential in wages between agriculture and industry. In farm labor you very often find men working at 20 cents an hour. In industry now, beginners' wages frequently are 65 cents or more per hour, and as Governor McNutt said in his speech the other night, the loss of workers for farm work has not been brought about by the drafting of workers, but by the flow of workers from the farm to industry.

This is a very basic problem, and it seems to me that until this differential is narrowed, you are always going to have trouble getting agricultural labor when there are jobs available in industry. Two things have made the problem very acute this year—the expansion of the crops, and the opportunity for employment at higher wages.

Dr. LAMB. With all respect to Governor McNutt and the need for higher wages, it is nevertheless true that we have some undetermined supply, probably a surplus, of agricultural labor in many areas, which is not visible because of the lack of adequate machinery first for discovering it, and second for getting it out.

Mr. STOCKING. I agree with that completely except that I would remove the word "surplus"; I would say that it is likely that we have an adequate supply if we could get it out.

Dr. LAMB. Well, of course, the word "adequate" and the word "surplus" are always relative. In agriculture, as we know, an adequate supply historically has been a surplus, and consequently if today we have a truly adequate supply it is the first time in 12 years that we haven't had one which actually ought to be classified as a surplus. I venture to believe that in many areas we still have that surplus, although not in the same proportion.

Mr. STOCKING. That is quite possible.

Dr. LAMB. What we are asking the Mexican Government to do, substantially, is to assist the United States Government by supplying labor at this time to tide us over until the case of the Employment Service and the other agencies involved, for example, the Farm

Security Administration, can be brought to the attention of Congress for supplementary appropriations.

Mr. STOCKING. That is true.

Dr. LAMB. That is in substance where we stand today. Under those circumstances I think it is a fair guess that the answer of the Mexican Government will be no, that they can't be expected to underwrite with their labor the present inadequacies of our situation; it isn't merely a matter of their underwriting it financially, but actually, in terms of their human supply of workers.

Mr. ROSEMAN. May I inject something at this point, Mr. Chairman?

The CHAIRMAN. You may.

TEMPORARY SOLUTION MUST BE PART OF LARGER PLAN

Mr. ROSEMAN. Whatever the situation is this year, we will certainly be confronted by next year with an increasingly difficult situation that is far beyond our present difficulties.

Dr. LAMB. In that connection I believe we will be in much less difficulty next year if we do not permit the Mexicans to come in this year. I mean by that, that if we are forced to face up to our present problems, we are much more likely to solve them in such a way that next year we can rise to the occasion; whereas if we are let off the spot today, the consequences are going to be serious for us next year, and I say this advisedly because I think the whole country is in the same fix. I don't think it is a question of whether or not the Employment Service is adequate, I think it is a question of whether Congress, and the Executive as well, realize what is implied in the full utilization of the labor supply in a war effort, and I am sure that at the present writing they do not.

Consequently, I would like to see all the internal difficulties which this situation presents, confront us head on, and not duck and dodge around into one outlet or another similar outlet, which can't fail but to be merely temporary. I have mentioned two, getting the Mexicans in this year or using the labor of the Japanese on a large scale. Either of those seem to me to be mere slides out of our immediate difficulties.

Mr. ROSEMAN. I was merely confirming, rather than disagreeing with you. In terms of the basic problem, no matter what we do this year it will be accentuated far beyond our present realizations next year; to me that points to the need for much more intensive consideration of this whole question, starting now, irrespective of any ephemeral decision we may have to make in the next 2 or 3 weeks.

Mr. GALARZA. Mr. Chairman, I should like to raise this question. The location and the finding of an available labor supply in this country, at least so far as Mexicans are concerned, might be looked at in this way. There is no doubt that the consular service of the Mexican Government in this country has information—I don't know how accurate or extensive it is—but it is perfectly evident that the work of the Mexican consular service, as the work of the consular service of any government in the world, keeps it in touch with the lives and problems of its nationals.

I wonder whether the problem that you raise, as to utilizing all the available resources now to find out where there is labor available, might not include conversations through the State Department with the Mexican Government to see whether cooperation of that kind could not be set up.

Mrs. Beyer. There are a great many Mexican workers left in Detroit and in areas like that, where they have been dumped last year and the year before, and are not being absorbed. The next season they bring in another group. I think that your suggestion is a good one.

Mr. Galarza. And I am quite sure from my experience, that the Mexican consulate in Detroit is very well informed as to where that labor is. I don't say that they have a statistical service, but their knowledge, their general knowledge of the area, might very well be brought to bear in an immediate sense, and not in a remote sense. Of course the State Department would have to pass on that.

MANPOWER AND MATERIALS SHOULD BE INVENTORIED

The Chairman. The crying need in this country is for an inventory of materials and manpower. For instance, when we held a hearing in St. Louis it was testified to by several witnesses that a new plant was being built there when a lot of the same machinery in St. Louis was not being used. We have approximately 160,000 small factories in the United States and 97 percent of them employ less than 250 men. There is no trouble in finding out about those factories. We took the last census in 30 days and the census workers often had to make more than one trip to find the householders at home, so why can't we get an inventory of manpower and materials in much the same way?

Mr. Roseman. I am sure you are weary about the complaints of Federal agencies that they don't have the funds to do the jobs which they think they ought to be doing. On the other hand, I ought to point out that the selective service questionnaires which are going out now will have to be tabulated to produce certain aspects of that inventory, and as yet the Employment Service has not been furnished with funds to do that job.

INVENTORY BY SELECTIVE SERVICE

Mr. Stocking. I would like to qualify that a little bit because I think that what we are doing, or what we are able to do within the limits of the funds we have now, is in the direction of taking such inventory. As you know, we are getting an occupational history of each of the 40,000,000 people who will register under the selective service and we are trying to use that as a reservoir of labor supply yet untapped, for shifting some of the workers to jobs in which they can make a greater contribution to our war effort. I think that in general is along the line of what you are suggesting.

Dr. Lamb. Your information will be in the form of a sample, will it not, plus a tallying? That is to say, you won't be in a position, because those materials will be segregated in the local boards and the local offices, to make more than a sampling use of that information, will you?

Mr. Stocking. No; that is not quite right because we are sorting out the returns into at least two categories, those that are now working in war production at their best skill; those that have the skills but are working elsewhere.

We gave a great deal of consideration to some sort of over-all national tabulation, but we deemed it unwise to undertake such tabulations. Information obtained by self-classification, if 50 percent accurate, is unusual. It is necessary to call the individual in and verify his report of his occupational experience. We use this information in day-to-day operations——

Dr. Lamb (interposing). For the local offices?

Mr. Stocking. Yes, and through clearance——

Dr. Lamb (interposing). And these break-downs that you describe will be made in the local offices?

Mr. Stocking. That is right.

Mr. Roseman. You will be able to go to any local office, though, and get a pretty good picture of the available labor supply.

Dr. Lamb. As of the occupational status at the moment when the registration was made.

Mr. Stocking. Yes; that is right.

Dr. Lamb. How are the local employment offices going to be able to keep it up to date? As I understand it, that information will be kept in the draft board?

Mr. Stocking. The basic card goes to the Employment Service and is kept there.

Dr. Lamb. How is the Employment Service going to keep that card up to date? I can see that the draft board will keep it up to date insofar as changes of address and changes of occupation are concerned.

Mr. Stocking. We gave a great deal of consideration to that point and decided that it wouldn't be necessary for us to keep it up to date because if a person is placed in an essential occupation and an essential industry we are now concerned in keeping check on him. It is only when you have a shortage, or are unable to fill a given job that you go back to your cards, pull out people who have the proper qualifications and have indicated they are not, or were not at the time, engaged in an essential occupation in an essential industry, and call as many of them in as necessary, to find the number you need for filling the job orders.

COMPLETE TABULATION NOT REQUIRED

Dr. Lamb. Now isn't it correct to say that you made this decision not because it is the ideal, but only because under these circumstances it is the optimum? If the Employment Service represented a 100 percent record of all working people in the country, including people in uncovered employments, and if, for instance, the records of the Unemployment Compensation Commission extended to this whole group, being identical with the Employment Service records in their locus, in the local office, wouldn't you then approach the optimum or ideal which you now are not even nearing?

Mr. Stocking. No. That may be a matter of judgment, but I am sure our experience indicates that this is an unnecessary step for adequate operation of the Employment Service. You don't have to keep these things up because a man will change his job within a single plant, and if you tried to keep all the records up to date you would find that you have devoted all of your energies to keeping your cards up to date, rather than improving your placement activity.

We gave a great deal of thought to this matter. A complete tabulation wouldn't be useful enough to justify the effort. It would be interesting, maybe, from an academic point of view, for making an analysis of the texture of our population; but it isn't necessary for the operation of the Employment Service.

Dr. LAMB. At the present time, however, the agricultural population, with whom we are directly concerned, tends to fall through this particular sieve, does it not? I mean so far as the operations of your individual employment offices are concerned.

Mr. STOCKING. Not necessarily——

Dr. LAMB (interposing). I am not talking about necessarily, but actually. Those particular cards are going to be in what, for all practical purposes, is a dead file in most offices.

In the first place, you don't have the Farm Placement people or the people in those offices primarily concentrating on the farm placement problem, to do the job, do you?

Mr. STOCKING. Only insofar as we are inadequately staffed for the farm services. The process of picking them out will be done in one process, whether it is farm labor or not. But we don't have enough representatives of farm labor engaged in farm recruiting and placement activity to adequately handle the results and go to work.

Monsignor O'GRADY. I would like to ask Mr. Stocking a question. Have you figured out, Mr. Stocking, what kind of a set-up is necessary to determine how many additional workers are needed in the Imperial Valley, for instance; you have two men at the present time? Is it just a matter of counting, or is it a matter of selling something to the farmers in those valleys? Don't you have to do a selling job besides a counting job? If you had the best service right there, could you find out from the farmers exactly how many workers they needed right now? Let's be realistic about it.

LABOR NEEDS NOT BASED ON ORDERS FOR LABOR

Mr. STOCKING. Father, finding out the needs is to a certain extent independent of whether or not employers give you orders. That is why we come out with a much different figure from the beet growers as to the number needed. If I am not mistaken I believe there is a request in for the importation of something like 30,000 workers. Our independent figures show that that is much too high. For instance, as I said a moment ago, we follow the acreage, the amount that is being planted and what is being planted, which we get from the Department of Agriculture, locally. They give us the amount that is planted, what it is planted in, and the growing conditions—and we translate these factors into the labor needs as well as they can be translated into labor needs, making allowances for weather conditions that may change and have a very important bearing on the estimates.

Monsignor O'GRADY. You are talking about sugar beets?

Mr. STOCKING. Yes; and other crops.

Monsignor O'GRADY. Consider the way your sugar beets are harvested; there is the first thinning, the second thinning, and the topping. In between comes another group of workers; there is not continuous employment for the workers. There are a lot of adjustments that have to be made in the whole farming set-up. Wouldn't that cut down the need for agricultural labor in that area?

Mr. STOCKING. We have done far too little of the dovetailing of employment, if that is what you refer to. I think everybody recognizes that over the past 10 years we haven't been sufficiently pressed for a labor supply so that we have given sufficient attention to that matter. It has been extremely difficult to do so because each employer, as a general rule, employed his own devices in the recruiting of workers, except for a few areas where that has not been the typical procedure.

Mr. Rogers. That is one of the things that the Department of Agriculture has been requesting the farmers to do, insisting that they utilize their labor better and, as far as they can, dovetail their work.

Dr. Lamb. I would like to ask a question with respect to the Japanese. Do you happen to know, Mr. Stocking, how many Japanese were customarily used in sugar-beet work?

USE OF JAPANESE IN SUGAR-BEET FIELDS

Mr. Stocking. Not in the sugar-beet fields, but I saw an analysis that we made the other day which indicated that 28,000 of the total group, I believe, that were of working age and had had previous experience in agriculture of one sort or another, some in truck gardening and some in other types of farm work.

Dr. Lamb. My question was rather as to whether they had really created much of a shortage, or whether the shortage situation, if there is one, arises from an increased acreage rather than from any withdrawal of Japanese?

Mr. Stocking. Well, it is a little bit of both, because if I remember correctly they proposed in the resettlement program to leave a certain group of Japanese in the California area as the last ones to be moved, so that they could take care of the thinning and blocking of the beets before they were moved.

Dr. Lamb. You mean who customarily worked in beets?

Mr. Stocking. That is right, they were in that employment and that was the consideration that led to making them the last ones to be moved in California.

Dr. Lamb. I don't know at what time any such agreement was reached. I know there were a good many requests on the part of the farmers that the workers, not only in beets but in other areas, be allowed to remain; but while the committee was out there we never received any indication that General DeWitt would acquiesce for a moment in any such arrangement as that. Long before the beets were planted, the indications as to the probable evacuation of the Japanese and their unavailability were already a matter of public record.

Consequently no beet grower ought to have operated, and no public service ought to have encouraged him to operate, on any such expectation. It seems to me, this shortage, if it has arisen, doesn't come from that source.

Mr. Stocking. Well, again that is something to be verified, but I understood that the last contingent, in one of the valleys, back from the coast in California was to be the beet workers, and they were to be moved at about this time. Incidentally, there has been a delay in moving the Japanese so that they are not going to be moved as early as originally planned.

Mr. Roseman. I wonder whether the people from the War Relocation Authority have any report on the present utilization of the

Japanese? We have been deluged with telegrams, and I am sure the Agriculture Department and the other agencies have also, from various local groups asking for the use of the Japanese. I understand that the War Relocation Authority has established certain conditions under which they might be made available.

Dr. LAMB. I would like you to make it clear whether you are talking about their availability or whether you are talking about the one instance in which an experiment is now being conducted in Oregon by that Authority?

Mr. ROSEMAN. I was thinking, not specifically about Oregon, but about Montana, Idaho, and Colorado.

Dr. LAMB. I would like to have Mr. Rowalt speak on that, if it is satisfactory to the chairman, and suggest that he speak first with respect to Oregon, because there you are having a test, as I understand it, of the terms under which you are willing to carry it out?

TESTIMONY OF ELMER ROWALT, ASSISTANT TO THE DIRECTOR, WAR RELOCATION AUTHORITY, WASHINGTON, D. C.

Mr. ROWALT. About 6 weeks ago, or a little more, General DeWitt who has supervision of the Japanese in the assembly centers, issued a set of stipulations under which he would permit Japanese to enter private employment outside of military areas. Among the stipulations were these: The Governor of the State shall guarantee that law and order is preserved in the State; local law-enforcement officials shall do likewise—the sheriff and the county attorney; the prospective employer shall pay the transportation of the Japanese from the assembly center to the place of work, and agree to pay the transportation back again after he has finished employing them; he shall provide adequate housing and pay prevailing wages. In the case of sugar beets, of course wage standards are set by the Department of Agriculture. I think those are the principal conditions.

Oregon was the first State which met those conditions. Governor Sprague signed a statement to the effect that he would guarantee to preserve order, and the local officials of Malheur County, Oreg., did likewise. I forgot one particular stipulation which was that they should recruit through the United States Employment Service.

Then a little less than a week ago, the United States Employment Service visited the Portland Assembly Center to recruit Japanese for the eastern Oregon area.

Dr. LAMB. May I interrupt to say that, as I understand that, the recruitment was to be voluntary?

VOLUNTARY RECRUITMENT OF JAPANESE NOT SUCCESSFUL

Mr. ROWALT. Entirely voluntary; yes. They visited the Portland Center, I think it was on last Saturday, Sunday, and Monday. I last night got a report to the effect that of the whole number in the assembly center, 200 volunteered to work in the beet fields, although the employment order was for some 480. A special train was sent in there yesterday to pick up the 200 who had volunteered, but when the Japanese came to the actual business of getting on the train and leaving their families only 30 left, about 6 or 8 percent of the number on order.

Apparently the Japanese simply have a cold fear in their hearts about leaving their families, while in the midst of mass evacuation and going into Oregon, Idaho, or Montana to work in agriculture, even with the Governors of the States and local enforcement officials guaranteeing their safety. Apparently they are willing to go only in the event that the United States Army guarantees to provide protection for them, and of course the Army can't do that.

So I think we are making a very grave mistake if we look upon the Japanese as being a very great labor reserve for us to lean upon in case of an emergency, such as this.

There is one more point I would like to make. When the Japanese people reach relocation centers they are going to be very, very busy people. They are being moved from their homes, uprooted and taken to 15 or 20 new communities, many of them in the heart of the desert. The Army is putting up housing for them, that is, the minimum standards of housing—barracks, a mess hall, and what not.

When the Japanese arrive from the assembly centers they are going to have before them the job of subjugating several hundred thousand acres of land, levelling it, clearing it, putting in irrigation systems, and growing crops for their own subsistence.

They are going to be busy building their own schools and churches, and thus, while they are getting established, there will not be a very great labor supply available from relocation centers. We are making a very grave mistake, I think, in looking upon them as being a very large reservoir of migratory workers.

TESTIMONY OF PANEL—Resumed]

Mr. Galarza. May I ask if you have heard any reports of the displacement of Mexican beet workers in Colorado by the Japanese?

Dr. Lamb. No; I have heard none; have you?

Mr. Galarza. Yes.

Dr. Lamb. You mean that the Japanese are already working in Colorado?

Mr. Galarza. Yes; the Japanese who have been moved from the defense area on the coast.

Dr. Lamb. I think that those reports are inaccurate unless they refer——

Mr. Rowalt (interposing). That probably goes back to the original voluntary evacuation period, when about 8,000 Japanese left.

Dr. Lamb. Do you have figures on the number who voluntarily moved to Colorado?

Mr. Rowalt. A good part of them went to Colorado; that was the most friendly State.

Dr. Lamb. Mr. Chairman, I would like to ask any of those who are present to speak on the question of the international commission, if, as, and when such an importation of Mexicans is satisfactory to the Mexican Government?

The Chairman. I think that was touched upon by one witness, but if any other member of the panel cares to talk about it, we would be glad to hear from him.

Mr. Devany. I might say that as far as the Immigration Service is concerned, at the present time we are in this position, that we have this certification from the Employment Service, and we have the sugar-beet growers demanding that they get this labor. Mr. Neal

Kelly, secretary of the United States Sugar Beet Association, said yesterday that he would advise whether or not the sugar-beet growers would agree to these tentative stipulations which were given to him, but to date we have heard nothing from him. If the sugar-beet growers agree to certain stipulations, the Immigration Service is going to be faced with the problem of passing it on to the State Department. We have to give some answer to the employers because they are pleading for these laborers. Not only in California but in Colorado, Idaho, Montana, and Texas, all asserting that the labor is not available. Apparently from what was said here this morning the Japanese cannot relieve that situation.

The only other alternative, as I see it, is for the Employment Service to take another shot at it, but apparently they can't because they don't have the funds. The fact remains that the Immigration Service is holding these applications at the present time with the growers demanding some action.

The CHAIRMAN. Is there anything else on which any member of the panel would care to make a statement?

Dr. LAMB. Speaking for myself alone, I would like to say that the standards as set down by the group at the meetings held under the call of Governor McNutt seemed to me to be unworkable for the reason that there is no adequate machinery for enforcing them.

ADMINISTRATIVE METHODS DISCUSSED

I understand that the Department of Labor has certain responsibilities, but I am prepared to question whether the Department of Labor would be in position to police the other agencies involved, as would a commission in which was directly lodged the responsibility for the importation of these people and the guaranteeing of their safe return to Mexico. In that case, the policing machinery, which, for example, under the Tolan bill, would be in the Department of Labor, could be extended to this operation as well as to the interstate operation, and would be under such commission rather than under a separate enforcement interagency which, I think, would be very hard to operate, whether with respect to the Department of Labor's policing, or the Employment Service's own guaranties, or the guaranties on the part of the Department of Agriculture, as, for example, the investigation of the adequacy of the housing. All of those things seem to me to need one central responsiblity on which the pressures can beat.

Mrs. BEYER. Mr. Chairman, may I speak on that for a moment?

There is always a tendency in this country, whenever we want to do something, to set up another commission. While there must be complete agreement here between the Mexican Government and the United States Government, to separate the Mexicans for administrative purposes from our domestic labor will lead to all sorts of problems and jealousies between one group and the other. We ought to see that the regular machinery of government is used to give the Mexicans the same protection we give to our own people.

If you set them apart, you immediately set up class distinctions. The Mexicans will get something that the other people will not. If you have a separate agency saying, "for these Mexican workers we have to have this type of housing; for the domestic labor anything will do" you will lose the whole benefit of having standards in this field.

All of the agencies here represented, I feel sure, welcome the inauguration of standards that could be used for domestic labor as well as for the Mexican group. I should prefer to see a close working arrangement between the agencies that have authority in the field, under treaty arrangements or whatever would be set up, rather than to duplicate that machinery for a single group. I think the Mexican workers would get more in the end from such an arrangement than they would if they were segregated and set apart.

There is another point to be considered. I am an old Government worker, I have been here for years, and I know that if you set up a commission and they get a vested interest in bringing in Mexican labor, they will continue to bring in Mexican labor. They will have a big staff and there is nothing for the staff to do except to see that the Mexican labor is protected. It will be to the interest of the staff to see that Mexican labor continues to be brought in; otherwise they will have no jobs. That is just an old phenomenon in Washington and I think we ought to bear that in mind.

The CHAIRMAN. If I were a judge, sitting on this case, I would say that the plaintiff hasn't proved his need, that is the need of the importation of Mexican labor at this time.

Mrs. BEYER. I think we should see what we can do here before we bring in the Mexicans.

Mr. GALARZA. Mr. Chairman, I would like to comment on Mrs. Beyer's statement.

On the matter of segregating the Mexicans for preferential treatment, I would say that the Mexican Government probably would limit its interest to such groups as would be brought in subseqnently, and not to those who are already here, who have definitely passed out of their control.

I defer absolutely, almost abjectly, to Mrs. Beyer's experience in Government administration. But I should be unhappy to dissent from her views of it. But I should think that the actual setting up of standards that are operative, and behind which the United States Government agencies are really pushing for one group of farm workers, would tend to level up the standards for all agricultural labor. Those of us who have a Mexican background could see no happier event than the use of Mexican workers as an instrument for the improvement of the standard of living of all agricultural labor.

On the second point I would say that if such a commission were set up, the tendency from the Mexican viewpoint, would be to restrict as much as possible, the flow of labor north although giving consideration to the needs of the United States, because Mexico is entering a period in which the use of manpower, especially in the northern tier of States, is a very serious national problem.

Dr. LAMB. I think we may be talking about an academic matter because it is quite possible that the Mexican Government will say no, and that will end the thing for the time being. It will end the question of the importation of Mexicans; it will not end the larger question which we have all been talking about or talking around; and that is, how to improve the operations of the Farm Placement Service and the related agencies such as the Department of Agriculture and the Department of Labor, so as to get out the agricultural labor supply.

I also don't enjoy finding myself in a difference of opinion with Mrs. Beyer on the question of standards.

However, I think that some safeguard might be worked out with respect to the proposed commission, to operate only for the duration of the war, or give it some such emergency character. I recognize that when the emergency is over there is going to be an effort to prove that the emergency still exists in a new form.

As far as the operation of the commission itself is concerned, I have the impression, in view of the fact that there are at the present time no standards, with the possible exception of the sugar-beet arrangements of the Department of Agriculture, that any standards would be an improvement; but no standards would be real unless they had some enforcement machinery. I doubt whether the machinery which would be established would be effective unless it had some over-all implementation. So many agencies would be involved that it would be very difficult to find under which shell the pea was at any given time. And I think in view of the fact that many outside pressures will have a very distinct interest in keeping the pea rapidly moving from shell to shell, that the pressures are going to be pretty great and the desire to avoid facing up to the maintenance of standards is going to be unusually pressing.

Mr. ROGERS. I would like to make just this one observation without going into some of the other details. The problem seems to be one which goes beyond just the Placement Service. The question of transportation and the question of housing have been brought up here. So in any plans for our general farm labor program, over and beyond the use of Mexicans or the use of Japanese or any other group, it would seem that we need to go further in our thinking than just a placement service.

FURTHER DISCUSSION ON NEED FOR COMMISSION

Mr. LAVES. I just wanted to raise one question. I am not sure that I get the conclusion of your remarks so far as this international commission is concerned. Do you think we should not be moving in the direction of attempting to establish an international commission, whether temporary or long range, to handle this problem which is a problem in United States-Mexican relations; or are you simply saying that if there is to be such a commission we must go further now and establish additional machinery? If the latter is what you want I think perhaps we should give some attention to it.

Dr. LAMB. I think that for this particular request, the question of whether or not you have a commission may be made academic by the refusal of the Mexican Government to acquiesce in the request. So that this crisis will pass.

Mr. LAVES. That is for the immediate 6,000?

Dr. LAMB. Yes; and probably for the remainder of this year. If that comes to pass, then the question of a commission becomes a longer range one and I don't think it is a question which should be put aside necessarily. In fact, if there is any expectation that during the war we will import Mexicans, the question of a commission ought to continue to be considered. It is much more likely of acceptance if the pressure is not successful immediately, because obviously you can't set up a commission before you can bring in 6,000 workers.

So that I would advocate a commission as the over-all supervision for long-range plans for importation, if the Mexican Government is willing to acquiesce in any importation.

The CHAIRMAN. Of course, the panel understands that Dr. Lamb is speaking for himself?

Dr. LAMB. That is right; I prefaced my remarks with that.

Mr. LAVES. I would only hope that we would not find ourselves in this same position when the next request comes in. Suppose that your expectation turns out to be wrong, and that once we pass this immediate crisis, even in spite of the fact that the Mexican Government should say no and we are unable to do anything about the immediate 6,000, supposing now that within the next 12-month period this problem does recur, shouldn't we be ready to meet that situation and be moving along in the direction of the establishment of a commission? Because I would hate to see us meeting in 6 months and saying, "It is too late again."

Dr. LAMB. Speaking for myself I would say yes, but whether the committee would support that, or whether the group here would be willing to concur in such a proposition——

The CHAIRMAN (interposing). I will say, Dr. Lamb, that we hold you in the highest respect and we will give you a hearing on that.

I want to say, folks, that we are deeply grateful to you for coming up here and giving us your time this morning. The idea is simply this, that the pressure has come to this committee from Congressmen and different people, and we just held this round-table discussion to show to them and to ourselves that it is a big problem, that it isn't just one that you can toss off and say to California, "We will give you 10,000 Mexicans," or to Texas, "We will give you 40,000"—that isn't it, it is a bigger problem. So thinking along together this morning, speaking for myself, at least, I think it has been a very valuable contribution to us, and we are touching it lightly at this time because we know the ramifications from the international situation.

Thank you very much for coming here.

The committee will now stand adjourned.

(Whereupon, at 12:30 p. m., the committee was adjourned, subject to the call of the chairman.)

EXHIBITS

Exhibit 1.—A Symposium on the Question of Need for Importation of Mexican Labor

The following questions were submitted by the committee to a number of Federal agencies. Their statements follow the questions.

Questions on the Need for Importation of Mexican Labor

1. Do you consider it necessary that the labor supply in the United States be augmented at this time by the importation of Mexican workers? If so, how many do you consider necessary?
2. If you see no need for the importation of Mexican workers at this time, do you think we will need them in the future?
3. Do you consider that any agency or agencies in the United States now have the responsibility for assessing and certifying the demand for Mexican labor?
4. Are you in favor of or opposed to the recruiting of Mexican workers by private individuals, firms, or labor contractors?
5. Do you think that any arrangement for the importation of Mexican labor should have the full approval of the Mexican Government?
6. If specific requirements under which Mexican workers are to be employed in the United States are stipulated by the Mexican Government, should the American Government permit the importation of such workers under conditions which do not meet these requirements?
7. Do you think that the treatment accorded Mexican workers in the United States has alienated any of them from our form of government?
8. While many persons have said Mexican labor is vitally needed in the United States, others have said that their presence has been detrimental to American wage standards and welfare programs. Can you suggest how the first condition could be met without affecting the second?
9. In the event Mexican labor is brought into the United States, do you think minimum standards of wages, housing, and other working conditions, should be laid down? If so, what agency or agencies should prescribe and enforce these standards?
10. If minimum standards of wages and working conditions were prescribed and enforced for Mexican workers in the United States, do you think the setting up of such standards would induce sufficient American labor to migrate to areas where shortages are claimed?
11. In the event Mexican labor is brought into the United Sttates, do you think transportation expenses to this country and return to Mexico should be paid by employers?
12. Many persons have complained in the past that Mexican workers brought into certain occupations and areas fail to remain in these occupations and areas. Do you think Mexican workers should be compelled to so remain? If so, by what machinery?
13. Do you approve of the proposal for the establishment of a commission composed of representatives of the United States and Mexican Governments to regulate the importation and employment of Mexican labor in the United States?

Exhibit A.—Statement by Laurence Duggan, Adviser on Political Relations, Department of State, Washington, D. C.

I take pleasure in transmitting herewith a statement which has been prepared on the basis of the questionnaire which you enclosed with your letter of May 13.

I note that the committee would also like to receive a statement of the representations, if any, made to the Department during the past year by individuals or organizations supporting or opposing the importation of Mexican workers. In this connection I am pleased to advise you that no specific representations have been addressed directly to this Department in support of the importation of Mexican workers although a few inquiries have been received as to their availability. Only one representation has been received in opposition to such a move, and a copy thereof was transmitted to the executive secretary of your committee on May 5.

1. Do you consider it necessary that the labor supply in the United States be augmented at this time by the importation of Mexican workers? If so, how many do you consider necessary?—A. As the determination of the existence or nonexistence of a labor supply in the United States is a purely domestic matter, this Department is not qualified to express an opinion on this question.

2. If you see no need for the importation of Mexican workers at this time, do you think we will need them in the future?—A. In the opinion of this Department, future labor needs, like the present labor supply, can be accurately determined only by careful analysis by the appropriate governmental agencies.

3. Do you consider that any agency or agencies in the United States now have the responsibility for assessing and certifying the demand for Mexican labor?—A. This Department understands that several agencies could properly survey and certify the shortage of labor, but it is not in position to suggest to which agency that responsibility should be delegated in the present emergency. It is believed, however, that the shortage should not necessarily be considered a demand for Mexican labor, but for labor in general.

4. Are you in favor of or opposed to the recruiting of Mexican workers by private individuals, firms, or labor contractors?—A. This Department is strongly of the opinion that the direct recruiting of Mexican workers by private individuals, firms, or labor contractors would be most undesirable. In this connection I refer to my letter of May 11 in which are pointed out the inevitable difficulties attendant on any large movement of Mexican workers to this country as an emergency measure, such as employment, transportation to the United States and from place to place within this country, housing and other care, and return to Mexico upon completion of the work for which they were needed. The Department is of the opinion that these difficulties can only be overcome by a carefully formulated plan insuring adequate compensation and proper treatment of these workers and it doubts that the desired standards can be met by private enterprise.

5. Do you think that any arrangement for the importation of Mexican labor should have the full approval of the Mexican Government?—A. This Department is strongly of the opinion that the full approval and cooperation of the Mexican Government to any arrangement for the importation of Mexican labor should be secured.

6. If specific requirements under which Mexican workers are to be employed in the United States are stipulated by the Mexican Government, should the American Government permit the importation of such workers under conditions which do not meet these requirements?—A. The answer to question 5 also applies to this question. It would be considered most unwise for this Government to permit the entrance of Mexican workers into the United States under conditions which do not have the approval of the Mexican Government.

7. Do you think that the treatment accorded Mexican workers in the United States has alienated any of them from our form of government?—A. It is not believed that any dissatisfaction among Mexican workers in the United States, or among those who have returned to Mexico, is directed against our form of government. Information is available, however, that dissatisfaction has arisen and has found expression in resentment against our country. This resentment has been one of the unfavorable factors in the further improvement of relations with Mexico, and it affords a field for anti-American propaganda which Axis agents are utilizing.

8. While many persons have said Mexican labor is vitally needed in the United States, others have said that their presence has been detrimental to American wage standards and welfare programs. Can you suggest how the first condition could be met without affecting the second?—A. It would seem that the complaints set forth by those who say that the presence of Mexican workers is "detrimental to American wage standards and welfare programs" are strong indications that the securing of any additional workers from Mexico should certainly include provisions as to adequate wage scales and the return to Mexico of all laborers when they have completed the work for which they have been contracted.

9. In the event Mexican labor is brought into the United States, do you think minimum standards of wages, housing, and other working conditions should be

laid down? If so, what agency or agencies should prescribe and enforce these standards?—A. As indicated above and in my previous letter this Department is strongly of the opinion that any bringing in of Mexican workers should be conditioned upon the laying down of adequate wage standards and be accompanied by the other guaranties previously mentioned. It appears, however, that no existing agencies of the Government are specifically authorized to prescribe and enforce these standards. It is therefore deemed desirable that a special agency be created for that purpose if it is not found practicable to assign this responsibility and authority to an existing agency.

10. If minimum standards of wages and working conditions were prescribed and enforced for Mexican workers in the United States, do you think the setting up of such standards would induce sufficient American labor to migrate to areas where shortages are claimed?—A. As the determination of the existence or nonexistence of a labor supply in the United States is a purely domestic matter, as set forth in the answer to the first question above, this Department is not qualified to express an opinion on this question.

11. In the event Mexican labor is brought into the United States, do you think transportation expenses to this country and return to Mexico should be paid by employers?—A. As indicated under No. 8 of this questionnaire, it is believed that provision should be made for the return to Mexico of all laborers brought in, when they have completed the work for which they have been contracted.

12. Many persons have complained in the past that Mexican workers brought into certain occupations and areas fail to remain in these occupations and areas. Do you think Mexican workers should be compelled to so remain? If so, by what machinery?—A. This Department is strongly of the opinion that only such Mexican workers as are actually needed should be brought in, and that they should be returned to Mexico when they have completed the work for which they were contracted.

13. Do you approve of the proposal for the establishment of a commission composed of representatives of the United States and Mexican Governments to regulate the importation and employment of Mexican labor in the United States?—A. It seems of doubtful practicability to undertake to regulate the emergency importation and employment of Mexican labor in the United States by the formation of a joint commission. It is, however, possible that if a proposal is made to the Mexican Government, that Government may wish to participate in some manner in the handling of the movement of workers.

EXHIBIT B.—STATEMENT BY LEMUEL B. SCHOFIELD, SPECIAL ASSISTANT TO THE ATTORNEY GENERAL, DEPARTMENT OF JUSTICE, IMMIGRATION AND NATURALIZATION SERVICE, WASHINGTON, MAY 20, 1942

Responding categorically to the questions contained in the enclosure accompanying your letter, you are advised that the following answers express the views of this Service:

1. In relation to the question of the need for the importation of Mexican labor, this Service is relying upon a certification in this regard submitted by the United States Employment Service, and to date that Service has certified that there is a need for the importation of 6,000 such workers. This Service is also relying upon the conclusion of the other interested governmental agencies that at the present time Japanese labor in this country cannot be utilized. This Service does not believe it is impossible to utilize Japanese labor, and believes that further consideration should be given to that source of supply.

2. The need for the importation of additional Mexican workers cannot be stated definitely at this time, but indications point to a need for the importation of additional labor in the future. This conclusion is supported by the fact that this Service has received a number of applications for Mexican laborers from cotton growers, vegetable growers, and from the Southern Pacific Railroad for track workers.

3. It is the view of this Service that it is the province and responsibility of the United States Employment Service to certify the need of the importation of Mexican labor.

4. The Immigration and Naturalization Service is not opposed to the recruiting of Mexican laborers provided Japanese labor is not available, but such recruiting should not take place until the Mexican Government has indicated its approval to the importation of Mexican labor into the United States and the Attorney General has authorized the admission of such laborers for a temporary period.

5. The Immigration and Naturalization Service is of the opinion that the importation of Mexican labor must and should have the full approval of the Mexican Government.

6. No attempts should be made to import Mexican labor except where such action is in accordance with the conditions and stipulations required by the Mexican Government.

7. There is no definite indication that Mexican workers have been alienated from our form of government because of the treatment accorded them by this Government, but it is possible that such a feeling has grown up in the cases of some individuals, but whether this is attributable to the treatment accorded them by this country it is impossible to say with any degree of certainty.

8. The criticism that the importation of Mexican labor has been detrimental to American wage standards and welfare programs can be overcome by the adoption of necessary safeguards which have been provided and tentatively approved by the committee consisting of representatives of the various interested Government agencies, including representatives of your committee, considering the matter of the need for importation of Mexican labor.

9. For a number of reasons minimum standards of wages, housing, and other working conditions should be adopted not only for the protection of the worker, but for the protection of this Government and as an inducement to the Government of Mexico to permit its citizens to enter this country to engage in such labor.

10. It is believed that the minimum standards of wages and working conditions which have been tentatively agreed upon by the committee composed of the various interested Government agencies, including representatives of your committee, should be adopted, but it might be observed that these standards will not materially affect the labor supply in this country. However, a substantial increase in wages in certain agricultural fields might be an inducement to some additional American labor to accept this type of employment.

11. The Immigration and Naturalization Service believes that the transportation expenses of the individual worker from Mexico should be paid from the point of recruitment to the point of employment and return to the point of recruitment.

12. If Mexican workers are permitted to enter the United States to engage in specific employment, they should be required to continue to engage in such employment unless a change is authorized by this Government, and if there is a failure to do so, the individual should be required to return to Mexico. Under the conditions of admission it would be incumbent upon the employer to keep the Immigration and Naturalization Service informed concerning each individual employed by him, and if there are any indications to the employer that any particular alien intends to abscond he would be required to notify the Immigration and Naturalization Service immediately so that proper steps could be taken to see that the individual is returned to Mexico. Where such an alien refuses to either engage in employment or return to Mexico he could be arrested for remaining in the United States in violation of his status and be made the subject of deportation proceedings.

13. Relative to the proposal for the establishment of a commission composed of representatives of the United States and Mexican Governments to regulate the importation and employment of Mexican labor in the United States, this Service does not feel justified in submitting a definite answer to this statement in view of the fact that the full proposal is not available to the Service, but it is the view of the Service at this time that the matter of importing Mexican labor can be handled effectively by the various interested Government agencies, such as the United States Employment Service, the State Department, and the Department of Justice.

Information of this Service is that approximately 120,000 Japanese have been evacuated from certain areas in the Western Defense Command and are gathered in various places in large numbers where they are idle. Further information is to the effect that such Japanese would volunteer in sufficient numbers to perform the necessary blocking and thinning in the beet-sugar fields, that they could adequately be guarded, and that no unsurmountable difficulty would be encountered or no adverse public opinion which could not be overcome.

It is therefore recommended that the immediate use of Japanese labor be further considered before a decision is reached to import labor from Mexico.

EXHIBIT C.—STATEMENT BY JOHN J. CORSON, DIRECTOR, BUREAU OF EMPLOYMENT SECURITY, FEDERAL SECURITY AGENCY, SOCIAL SECURITY BOARD, WASHINGTON, D. C.

The United States Employment Service is primarily concerned with the first of the series of questions you have presented. After diligent efforts with the limited staff and inadequate resources currently available to this Service to recruit all available workers qualified for labor in the beet sugar fields and willing to accept such employment, we have had to certify to the Immigration and Naturalization Service of the Department of Justice that there was a need for the importation of 6,000 Mexican workers. This number of workers are needed at the present time for the thinning and blocking of sugar beets in California, Idaho, and Montana.

The best answers I can suggest to the other questions you have listed are, I believe, found in the statement of policy and standards worked out by the Interdepartmental Committee created by the War Manpower Commission. Representatives of your staff participated in meetings in which this statement was prepared. The statement received unanimous approval of the participants. I believe that representatives of your committee have copies of this statement. After it has been approved by the Commission, it will be transmitted to the State Department as a basis for negotiating with the Mexican Government.

EXHIBIT D.—STATEMENT BY WALTER H. C. LAVES, DIRECTOR, DIVISION OF INTER-AMERICAN ACTIVITIES IN THE UNITED STATES, OFFICE OF THE COORDINATOR OF INTER-AMERICAN AFFAIRS, WASHINGTON, D. C., MAY 20, 1942

The Office of the Coordinator of Inter-American Affairs is interested in the question of bringing Mexicans to this country for farm or other labor because of the reports we have had that the experiences of this type of worker in the past has reacted unfavorably upon our friendly relations with Mexico. The situation undoubtedly militates against improving and maintaining amicable relations between our Government and the Mexican Government and between our people and the Mexican people.

We, therefore, feel that if it is necessary to bring in Mexican nationals to do farm and other labor, it should be carried out with the strictest supervision so as to safeguard the interests of these workers while in this country and assure their proper repatriation after their services are no longer needed.

Answering your questions:

1. We consider it advisable and essential to depend upon the United States Employment Service to certify to the United States Immigration Service its decision whether or not Mexican workers should be brought in at the present time. If the answer is in the affirmative, the United States Employment Service should also specify the number needed.

2. The answer to No. 1 also answers No. 2.

3. No, we do not believe that there is any agency in the United States which now has specifically the responsibility for assessing and certifying the demand for Mexican labor.

4. We are opposed to the recruiting of Mexican workers by private individuals, firms, or labor contractors except—

(*a*) When approved by the proper authority;

(*b*) When the need therefor has been determined in accordance with the answer to question 1 above;

(*c*) When in accordance with the "Statement of Labor Standards for the Recruitment and Employment of Mexican Workers in the United States," prepared May 19, 1942, by the conference called by Chairman Paul V. McNutt of the War Manpower Commission;

(*d*) Upon terms agreed to by the Mexican Government.

5. Yes.

6. It would be inadvisable for the Government to admit Mexican workers under conditions which have not been agreed between the United States and the Mexican Governments.

7. From reports that have come to our office, there seems to be no doubt that many Mexican workers have been antagonized because of the unfavorable treatment they received.

8. The presence of Mexican labor in the United States would not be detrimental to American wage standards and welfare programs if the Government

put into effect the recommendations in the "Statement of Labor Standards for the Recruitment and Employment of Mexican Workers in the United States," prepared May 19, 1942, by the conference called by Chairman Paul V. McNutt of the War Manpower Commission.

9. We believe that the machinery indicated in the above-mentioned statement would be sufficient to enforce the standards. However, a joint international commission to coordinate the execution of the responsibilities entrusted to the different agencies enumerated in the above-mentioned statement is needed.

10. No answer.

11. Transportation expenses to this country and the return to Mexico should be paid in accordance with the recommendations contained in the statement, heretofore mentioned.

12. In fairness to the employers who are to be bonded and made responsible for the fulfillment of the employment conditions as well as the repatriation of Mexican workers, these workers will remain in the employ of the bonded employer, in accordance with the terms of the employment contract, unless the latter consents to a transfer. The above-mentioned statement contains appropriate provisions protecting the employer and employee and providing for all contingencies that may arise.

13. A commission composed of one representative of the United States Government and one representative of the Mexican Government should be established as previously indicated to regulate recruitment in Mexico, transportation, and allocation of Mexican labor in the United States, as well as repatriation.

EXHIBIT E.—STATEMENT BY W. J. ROGERS, CHIEF, DIVISION OF LABOR AND RURAL INDUSTRIES, OFFICE OF AGRICULTURAL WAR RELATIONS, UNITED STATES DEPARTMENT OF AGRICULTURE, WASHINGTON, D. C.

During the 1941 crop year the Department received representations from persons ostensibly speaking for farmers and farmer organizations in Texas, Arizona, and California, urging that immigration restrictions be relaxed. These representations were primarily in the interest of cotton growers and were principally for Mexican labor. Thus far in 1942 similar representations have been received from cotton and rice growers in the Southwest and from sugar-beet companies and growers in Idaho, Montana, Colorado, Utah, and California.

Opposition to the importation of Mexicans or any labor from without the United States until all other sources of agricultural labor have been exhausted has been voiced by the Los Angeles Negro Business League, the National Spanish Speaking People's Congress at Los Agneles, and a group known as the California Progressives of Los Angeles.

A considerable number of additional man-hours are required in the expanded production program of agriculture. It is estimated that the increase may amount to 142,000,000 man-days. While a part of this increase can be secured through a better utilization of those currently engaged in agriculture, practical conditions indicate that additional workers will be needed.

The Department of Agriculture has been cooperating with the United States Employment Service, the official labor supply agency, to secure a rational distribution and use of farm workers. We have consistently suggested that farm employers use that Service. It is our understanding that the Employment Service has advised the Immigration and Naturalization Service that 6,000 Mexican workers are needed for orders which it is currently unable to fill. As this agency is apparently responsible for certifying such need, we would rely on their estimate of the situation since it is also the only Federal labor recruiting agency operating in the farm field. It should be noted, however, that the peak of agricultural employment will not be reached until July or later.

We had assumed that any recruiting of workers in Mexico would have to be satisfactory to that Government and that such workers would be permitted to enter this country only when the requirements of the Mexican Government, as well as our own Government, were met.

While we would not feel qualified to judge the effect that bringing in Mexicans would have on all welfare programs, we do feel that they could be brought in without being detrimental to our wage standards if they were limited to areas of certified scarcities in this country and limited as to numbers and length of stay, and if provisions were made to pay them wages not less than prevailing for our own workers at the time the need was certified. Further assurance could probably be derived from the requirements of the Mexcian Government and the establishment of standards of wages, and other working conditions. Such standards would probably now be enforced by the Immigration and Naturalization Service, the Department of Agriculture, and the Department of Labor. However, while we have considered no mature plan as yet, it is felt that a single agency could best administer this and similar agricultural labor operations.

The character of minimum standards which might be set up for the use of Mexican workers would probably determine whether or not United States workers would be induced to migrate to areas where shortages might exist.

It is our understanding that the Mexican Government would probalby require the payment of round-trip transportation for workers recruited there. Due to the nature of this recruitment it would seem reasonable for he employer to pay this transportation as a part of the agreement.

At the present time, regulations of the Immigration and Naturalization Service require a worker to remain in the same type of employment for the same employer unless there is a certified need for the worker with another employer or in another area. Due to the nature of agricultural production, it would appear that it would be mutually advantageous to all parties concerned if workers were allowed to move from employer to employer and area to area under the control and direction of a proper governmental authority. Under present conditions, this would probably have to be done by a cooperative program of the Immigration and Naturalization Service, the United States Employment Service, and the Department of Agriculture. It probably could best be handled through a single responsible agency.

We are not yet prepared to take a final position on the exact character of an agency which should be established to supervise the recruiting and use of workers from Mexico. This is only a small phase of the farm labor problem. Other factors, relatively more important, need the direction of a single responsible agency. Machinery to handle the Mexican workers should be integrated with this wider program.

EXHIBIT F.—STATEMENT BY D. W. TRACY, ASSISTANT SECRETARY, DEPARTMENT OF LABOR, WASHINGTON, D. C.

In the light of the agreement which has just been reached by the various agencies of the Government, including members of your staff who have been studying this problem, I do not believe it is necessary to comment in detail on the questions you have raised. These are all covered in the agreement.

We are in full accord with the proposed standards of the interdepartmental committee and with the procedure whereby the need for a certain number of laborers to be imported should be certified by the United States Employment Service according to the formula agreed upon for determining that a local labor shortage exists which cannot be met by bringing in nonlocal domestic labor.

EXHIBIT 2

LABOR SUBCOMMITTEE,
TEHAMA COUNTY LAND-USE COMMITTEE,
P. O. Box 391,
Red Bluff, Calif., June 4, 1942.

Congressman JOHN H. TOLAN,
Oakland, Calif.

DEAR SIR: The fruit harvest labor situation in this county is desperate as it must be elsewhere in California.

The Labor Subcommittee of the Tehama County Land-Use Planning Committee has been meeting every week or two since January in an attempt to solve our labor problem. This committee has made an accurate survey of the total needs by seasons and has compiled a chart showing tonnages to be harvested per day, the necessary men and women to harvest these crops, using the minimum number of men. A brief summary of that chart is attached along with estimates of the supply of labor available. This chart shows a shortage of 400 men.

This shortage of 400 men means that half of our fruit will therefore fall on the ground and go to waste during the peak harvest periods unless labor is secured from somewhere else. The only source of additional labor that we can see available at this time would be Mexicans. The committee investigated the possibilities of using Axis aliens but find that since most of our fruit area is in zone 1 that they cannot be used.

We therefore appeal to you to do everything possible to save this food and to prevent these fruit growers from going bankrupt.

Your speedy help is urgent to get the consent and action of necessary Federal agencies to get this Mexican help here by August 1. We will need it until November 10. We know this same condition exists in other counties.

We want to point out that it is doubly important that Tehama County get these Mexicans because we cannot use Axis aliens. We suggest that these aliens be used outside of military zone 1 and that those farmers in zone 1 make use of the Mexicans.

Yours very truly,

LEO A. MCCOY, *Chairman.*

EXHIBIT 3.—COTTON AND SUGAR-BEET PRICES AND WAGE RATES

BY WILLIAM J. ROGERS, CHIEF, DIVISION OF LABOR AND RURAL INDUSTRIES, OFFICE OF AGRICULTURAL WAR RELATIONS, UNITED STATES DEPARTMENT OF AGRICULTURE, WASHINGTON, D. C.

Cotton prices per pound in cents

	Arizona	California	Texas
May 15, 1941	12.5	14.5	11.0
May 15, 1942	19.0	23.3	18.4

Cotton-chopping wages

	Arizona (per acre)	California (per acre)	Texas (per day)
May 15, 1941	$0.70	$1.50	$1.00–1.50
May 15, 1942	1.00–1.50	1.10–1.65	1.15–2.50

In view of the fact that figures on cotton-chopping wages were not accumulated in an official survey in 1941, the wages for that activity in 1941 are approximate.

Sugar-beet prices per ton

	1940	1941
California:		
Payment by processor	$4.96	[1] $6.25
Government payment	2.04	2.05
Total	7.00	8.30
United States:		
Payment by processor	5.16	[1] 6.25
Government payment	1.85	1.90
Total	7.01	8.15

[1] Estimate.

We are informed that the marketing season for sugar beets extends for a 12-month period from October to October. Accordingly, the above 1940 figures represent the average price of sugar beets during the 12-month period from October 1940 to October 1941. The above 1941 figures represent the best available estimate of the average sugar-beet prices for the marketing season extending from October 1941 to October 1942.

Sugar-beet wages

[Comparison of contract labor wage per acre for 1941 and 1942, based on 1932–36 average yield per acre, by States]

State	1932–36 average yield per acre	Contract labor wage per acre		Percent increase 1942 over 1941
		1941	1942[1]	
	Tons			
California	13.78	[2] $23.47	[2] $30.79	31.2
Colorado	11.83	21.46	26.92	25.4
Idaho	11.50	[2] 22.38	[2] 27.76	24.0
Iowa	9.53	[3] 20.32	[3] 25.46	25.3
Indiana	7.66	18.43	22.86	24.0
Kansas	7.03	16.62	21.88	31.6
Michigan	8.32	18.90	23.49	24.3
Minnesota	7.54	[3] 18.73	[3] 23.17	23.7
Montana	12.07	23.38	29.07	24.3
Nebraska	11.79	21.43	26.88	25.4
Ohio	8.25	18.84	23.43	24.4
South Dakota	9.56	19.65	25.54	30.0
Utah	12.92	[2] 23.18	[2] 28.84	24.4
Washington	11.24	[2] 22.24	[2] 28.05	26.1
Wisconsin	8.07	18.75	23.24	23.9
Wyoming	11.57	22.05	27.44	24.4
United States	11.11	21.34	26.86	25.9

[1] Preliminary estimates, not for publication.
[2] Wage includes loading of beets.
[3] "Old-method" field.

We were glad to have the opportunity of appearing before your committee and will be glad to furnish you with further information you may desire.

NATIONAL DEFENSE MIGRATION

THURSDAY, JUNE 11, 1942

MORNING SESSION

Select Committee Investigating
National Defense Migration,
House of Representatives,
Washington, D. C.

The committee met, pursuant to notice, at 10 a. m., in room 313, Old House Office Building, Hon. John H. Tolan, chairman, presiding.

Present: Representatives John H. Tolan of California, chairman; Laurence F. Arnold of Illinois; John J. Sparkman of Alabama; and George H. Bender of Ohio.

Also present: Dr. Robert K. Lamb, staff director of the committee.

The Chairman. The committee will come to order.

The first witness this morning is Mr. C. B. Baldwin, Farm Security Administrator.

TESTIMONY OF C. B. BALDWIN, FARM SECURITY ADMINISTRATOR, WASHINGTON, D. C.

Mr. Baldwin, we have asked you to come here this morning to give the committee some idea of the extent of the problem of securing transportation facilities for migrant workers engaged in war production. In the case of your agency, the committee is particularly interested in determining how large a job it will be to get the migrant agricultural labor to areas where it is needed to harvest the crops required in our war program.

We have a few questions to ask you.

The committee understands that the seventh directive of the War Manpower Commission instructs the Farm Security Administration to improve its camp facilities. Have any steps been taken along the lines indicated in this proposed directive?

Mr. Baldwin. Mr. Chairman, I have a prepared statement, directed particularly to the transportation angle of this problem. I would be glad to suit the convenience of the committee as to whether or not I should read this statement, or whether I should merely attempt as best I can to answer your questions.

The Chairman. We have found, in our travels throughout the country, that if we start off anyway by asking questions, you can then check on your statement to see if there is anything in addition that you desire to bring out, Mr. Baldwin.

Mr. Baldwin. All right; then I may submit the statement for the record at the end of my testimony.[1]

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[1] See p. 12473, this volume.

The Chairman. We handle these hearings in an informal way and sort of talk the matter over.

Mr. Baldwin. I think your first question, Mr. Chairman, related to the recent directive issued by the Manpower Commission.

We have worked very closely with representatives of the Manpower Commission since it was created, in an effort to assist in every possible way in obtaining the fullest possible utilization of our available manpower on farms. As you gentlemen know, we have been operating a migratory labor program for some years. That migratory labor program has three major features.

MIGRATORY LABOR PROGRAM

The first is the provision of camp facilities and somewhat adequate sanitary facilities for migratory workers in those areas where specialty crops are grown, and where the need for that type of labor is greatest.

The Chairman. How many migratory camps have you in the country?

Mr. Baldwin. At the present time we have approximately 90 camps in operation. We have in operation 46 standard camps which are more or less permanently located, and 43 mobile camps. Six additional mobile camps will be ready for occupancy before the close of this crop year.

In addition to the camps, we have been in position to make subsistence grants and, in some cases, limited grants for transportation for individual workers. However, the transportation grants have been very few in number and have been largely made to enable families who have no hope of work to get back to the place from which they started.

The Chairman. Are all these camps occupied at the present time, Mr. Baldwin?

Mr. Baldwin. No, sir; they are never all occupied. I do not have the figures on camp occupancy at the present time. Of course, almost all camps are, to a degree, seasonal. We try to provide permanent camps in areas where work will be available for at least 6 months in the year, that is generally the dividing line. We try to provide mobile camps where the working period will be much shorter—3 weeks, 6 weeks, or in some cases 2 or 3 months.

The Chairman. Well, the occupancy of these camps has decreased, hasn't it?

Mr. Baldwin. I expect our total occupancy this year is greater than it has been before, but that is largely because we have a larger number of camps. In some areas the occupancy is decidedly down because the workers have been attracted to industry through the incentive of higher wages and for other reasons.

I mentioned two of our activities in connection with migrant labor. The third, and a very important one, has been the provision in most areas of medical care for migrant families through the cooperation of the State and local medical associations. We generally have had excellent cooperation from the medical profession. Providing medical care has not only served to alleviate the health difficulties of the workers, but also, I think, has been of value to employers because it has assured them of more healthful workers—people who were better able to do a successful job.

The CHAIRMAN. What about migration in general, that is, say, from Oklahoma, Texas, and the Great Plains States? Has it increased or decreased?

Mr. BALDWIN. Migration, of course, has decreased. In our judgment it will decrease much more because of transportation difficulties. It has already decreased because of transportation difficulties. As a result of the rubber situation throughout the country and the gasoline situation on the east coast many workers who are otherwise available will be stranded in areas where there is little or no work. In other areas workers will be badly needed but will not be available to make and harvest the crops.

The CHAIRMAN. Well, to what extent and in what areas will it be necessary to expand the camp facilities of the Farm Security Administration to carry out the instructions indicated in the proposed directive? There will be considerable expansion, will there not?

Mr. BALDWIN. There should be.

The CHAIRMAN. Are you still looking for the money?

FUNDS INSUFFICIENT TO EXPAND CAMP FACILITIES

Mr. BALDWIN. We are in the rather embarrassing situation of having the Manpower Commission directing us to do something which we are without funds to do. For the past several years Congress has allowed the Farm Security Administration about $5,000,000 for the operation of existing camps and for the construction of additional camps. This year's estimate was considered by the Budget Bureau prior to the outbreak of war, and was reduced to $3,500,000. That was submitted with the President's Budget message in January.

When the agricultural appropriations bill was under consideration in the House, the authority to operate camps was stricken from the bill by House action. It was restored by the Senate Appropriations Committee but a limitation was placed on us by which, if the bill passes in its present form, we will not be authorized to build additional camps, and we will be limited to $1,400,000 for the operation and maintenance of the present camp facilities.

If something isn't done to remedy that situation, not only will we not be able to take care of the additional camps which are badly needed, but we will have to close approximately half the present migratory camps.

The CHAIRMAN. Does that include the mobile camps?

Mr. BALDWIN. That will include both the mobile and the fixed camps.

Now, the Department took cognizance of this problem months ago and made a request for an additional appropriation. The Bureau of the Budget and the President acted on that request 6 weeks ago, and a Presidential Budget message was sent to the Senate with the request that approximately $8,000,000 be provided in the agricultural bill.

That request was not favorably acted upon by the Senate, so we find ourselves in a situation where we have a directive from the Manpower Commission and we are unable to act because of insufficient funds.

The CHAIRMAN. Well, your financial status at this time, regarding migratory camps, is that unless you get additional appropriations, half of them will have to be closed?

Mr. **Baldwin.** That is correct.

The **Chairman.** Well, while the Manpower Board has issued this directive to you, have they got any funds of their own to give to you?

Mr. **Baldwin.** As far as I know, they have no funds for such purpose. I assume that they only have funds from the President's emergency fund, for their purely administrative operations. They have no funds, as I understand it, for this purpose.

INTERAGENCY COOPERATION IN CAMP PROGRAM

Mr. **Bender.** The committee understands that the seventh directive will instruct the Farm Security Administration to work more closely with the United States Employment Service in the location of additional camp facilities. Does that mean that the responsibility for the selection of these additional camps, selecting their location, will be transferred to the Employment Service?

Mr. **Baldwin.** No, sir; I don't think that was the intention. We have worked very closely with the Employment Service. The working relationship has been better in some States than it has been in others. In many States we have consulted with them about the location of our camps and I think it is the intention of this directive that this should be done generally.

We have recently entered into an arrangement with the Employment Service by which they will have representatives in all of our camps. That grows out of our experience in the Northwest, particularly in the State of Oregon, where we have had such an arrangement for the last 2 years.

Mr. **Bender.** In what way does the camp program of the Farm Security Administration effect a fuller utilization of farm labor?

Mr. **Baldwin.** Last year in the State of Oregon about 85 percent of all referrals of farm labor were made from the camps. A camp provides a central location to which all people needing labor can come for their labor supply. That is one very important consideration.

Also, the camps are placed in areas where the need for labor is the greatest. That results in a concentration of labor in the section where the need is greatest. A much fuller utilization of the available labor can be obtained than if the labor is scattered around on ditch banks in a much wider area.

Mr. **Bender.** What demands has the Farm Security Administration had from farmers for the establishment of additional migrant facilities in various regions?

300 ADDITIONAL LOCALITIES REQUESTING CAMPS

Mr. **Baldwin.** We have received requests and have confirmed the need for camps in 150 localities which are not now served. This is in addition to the approximately 100 camps which we will have, at the end of this year. Surveys have already been made and we are confident that camps should be provided in those localities. In addition we have had requests from 150 other localities which we are still checking. We are perhaps a little optimistic in continuing to check in view of the financial situation in which we find ourselves. In all, there are 300 additional localities that are not now being served that we have checked on or that we have had requests to provide facilities for. Now that wouldn't mean, of course, 300 additional camps, because the mobile camps would be moved to follow the crops.

Mr. BENDER. I am interested in something that has come to my attention during the last couple of weeks. In many of the cities school children, that is junior high school and high school children, are asking for opportunities to work on the farms, or are being asked to work on the farms. Have you any information as to how extensive that is?

Mr. BALDWIN. I think it has been fairly extensive. I expect someone else, some of the other witnesses that you will have appearing before your committee, can speak with greater competence on that matter than I can, since our work has been largely with the stream of migrant workers. In some cases, I know high school boys have been mobilized for an anticipated need for labor, but the need has not materialized and, therefore, they have not been used. That has been fairly widespread in many areas. In any event I do not believe that that is the best approach to the problem because there are still thousands and thousands of migratory agricultural workers who are available if we can get them to the right spots.

Mr. ARNOLD. Mr. Baldwin, is there an inclination on the part of those wanting camps to desire that the labor be there available when they want it, I mean to a larger extent than they might need it? In other words, do they want a reservoir of labor to draw from larger than they might require?

Mr. BALDWIN. Mr. Arnold, I think that you generally find such a tendency because no person, whether he is operating a factory or operating a farm, wants to be without labor. There is a general tendency to overstate the need for farm labor. That has been our experience. However, I would not in any sense want to indicate to this committee that we do not expect very acute labor shortages unless something is done to better utilize our available supply of labor.

Mr. ARNOLD. Do any of your mobile camps serve any of the strawberry areas?

Mr. BALDWIN. Yes, sir. We have some camps along the eastern seaboard this year for the first time, and they have served some of the strawberry areas. Just how many workers have been accommodated, I am not sure. I possibly could get that information for you for the record.

Mr. ARNOLD. None in the Middle West?

Mr. BALDWIN. Not as far as I know.

Mr. ARNOLD. I had a rather sad experience in my district. The W. P. A. apparently didn't sense the situation early enough to lay off the workers from projects, and they didn't respond to the desires of the strawberry growers to go to the fields and pick berries, and as a result we had quite a loss in the Centralia, Ill., area.

Mr. BALDWIN. I don't think we have operated any camps in that section.

Mr. ARNOLD. Has any agreement been reached with the Office of Price Administration as regards the rationing of gasoline and tires to insure adequate transportation facilities for agricultural workers?

Mr. BALDWIN. I am not sure that there has been, although I did see a dispatch a day or two ago to the effect that O. P. A. had been approached and that something was being done about the problem.

I think there was a release by one of the Senators from Maryland, but I am not sure just what has been done along that line.

RESPONSIBILITY OF AGENCY UNDER EIGHTH DIRECTIVE

Mr. ARNOLD. The committee understands that the proposed Eighth Directive of the War Manpower Commission will instruct the Farm Security Administration, in cooperation with the Office of Defense Transportation, to improve the facilities for the transportation of migrant agricultural workers. What do you consider to be the respective responsibilities of the two agencies in this regard?

Mr. BALDWIN. The Farm Security Administration and——

Mr. ARNOLD (interposing). The Office of Defense Transportation. What do you consider to be the respective responsibilities of the Farm Security Administration and the Office of Defense Transportation to improve the facilities for the transportation of migrant agricultural workers?

Mr. BALDWIN. Of course, most of the transportation has been taken care of by automobile and truck transportation. Truck transportation is a very miserable way to move people, especially with their families, but a good deal of it has been done. The assumption is that common carrier transportation will have to be used to a much greater extent, in particular rail transportation, for the long hauls. I think the Farm Security Administration, working with the Farm Placement Service, would have to determine the general needs for transportation, and the equipment which might be needed to transport workers by rail or by bus. I assume that it would be our responsibility, if we had the funds to do it, to provide the financing by some means, and that it would be the function of the Office of Defense Transportation to see that the equipment was available.

Mr. SPARKMAN. If I may ask, what arrangements are being made to carry out the instructions of this eighth directive?

Mr. BALDWIN. Mr. Sparkman, are you referring to the first directive, now?

Mr. SPARKMAN. The one that Mr. Arnold has just asked you about.

Dr. LAMB. May I interrupt to say that the War Manpower Commission, as you remember, issued a series of directives, of which the seventh and eighth referred to the Farm Security Administration, and this question has reference to the eighth directive that the Commission will instruct the Farm Security Administration, in cooperation with the Office of Defense Transportation, to improve the facilities for the transportation of migrant agricultural workers.

Mr. BALDWIN. There have been several meetings with Mr. Altmeyer at which representatives of the Office of Defense Transportation were present. It was clearly indicated at those meetings that the Office of Defense Transportation felt that its responsibility was to see that the equipment was available and that it would, of course, look to us on the financing end.

At the present time we have under consideration in the Department of Agriculture an additional request for funds for this purpose. If that request is acted upon favorably, we hope that it will be submitted to the Congress very shortly. Of course, it will be submitted first to the Bureau of the Budget. It is our intention to include in such a request not only funds for additional labor camps, but funds for transportation, and a request also for additional authority to properly deal with this situation. We are working very closely with the other agencies on such a proposal.

Mr. SPARKMAN. What would be the function of the Employment Service in this work, in connection with the transportation of agricultural workers?

UNITED STATES EMPLOYMENT SERVICE

Mr. BALDWIN. Insofar as our agency is concerned, we would have to rely almost entirely on the Farm Placement Service of the United States Employment Service to advise us of the need for workers in any area, and also to inform us, so that we could advise the workers, as to some of the conditions of employment, such as how long the work might last, what housing facilities were available, and so forth.

Mr. SPARKMAN. Are we to understand that the Farm Placement Service would establish a placement officer in each one of these camps?

Mr. BALDWIN. It is our understanding that they would be willing to do that. I understand that they have some financial difficulties in that regard.

Mr. SPARKMAN. That would be your plan for working it out, though?

Mr. BALDWIN. It would be our plan that the Farm Placement Service would have an office in each of these camps. As I have previously indicated, that has worked every satisfactorily in some of the northwest areas. Indications have been that we could get anywhere from 25 to 50 percent fuller utilization of available labor by the combination of having proper camp facilities available and having the representative of the Employment Service available to serve both the farmers and the workers.

EFFECT OF GASOLINE RATIONING ON FOOD-FOR-VICTORY PROGRAM

Mr. BENDER. Mr. Chairman, I would like to ask Mr. Baldwin if there is any evidence that the gasoline and rubber shortages are interfering in any way with the "food for victory" program?

Mr. BALDWIN. To just what extent I am not sure. It is, however, a matter of very grave concern. One of our representatives just came back from the trucking sections of North Carolina and Virginia, and he reported that there was a tendency now to reduce the acreages of crops that are considered by the Department to be very essential to the war effort. I think, if we don't take immediate steps to rationalize this labor situation, that that condition is going to become somewhat general and we will suffer rather drastic reductions in the production of essential commodities. It is already beginning to be felt and I think that it will be felt to a much greater extent as time goes on, unless some of these steps are taken.

Mr. BENDER. I would like to ask you, incidentally, what the situation is in connection with sugar rationing. Has that had any telling effect on the production of foods—that is, for canning purposes, for example; or would that come to your attention in any way?

Mr. BALDWIN. Only indirectly; but of course there have been special rations allowed for canning purposes.

Mr. SPARKMAN. They have been wholly inadequate, have they not?

Mr. Baldwin. Yes, I understand they have been almost wholly inadequate, and they have only provided allowances for certain types of canning. Of course, that is related to the whole sugar-supply situation. As we all know, the production of both beet and cane sugar requires a great deal of migrant labor; so the labor problem is going to be a major factor in determining our total supply of sugar.

Mr. Bender. Mr. Baldwin, do you consider that present methods of recruiting and employing farm labor are wasteful of our human resources and detrimental to the war effort?

WASTED MANPOWER

Mr. Baldwin. Yes, sir; I think they have been very haphazard, very incomplete. I also think we have greater wasted manpower on small farms in this country, due to lack of financing and lack of supervision.

Next to that I think that our greatest source of wasted manpower is with our farm laborers. I think it is a very great source of wasted energy at the present time.

Mr. Bender. This committee has had men report to it regarding the difficulties of holding labor on farms because of the opportunity for employment and higher earnings in industry, and there have been reports in the press that farm workers may be frozen in their jobs. Do you think that this step is feasible at the present time?

Mr. Baldwin. Well, I think this is getting a little bit beyond my competence as a witness. I think it would present very great difficulties. I would be inclined to say, on the basis of our experience, that it would be practically unworkable. I also think at this time that it would be very unfair to the workers concerned.

Mr. Bender. Has ample consideration been given, by the draft boards, for example, to farm managers, or has there been some abuse of that? That is, say the farmer himself is a young man—has he been given any extra consideration by virtue of his being on that farm and having charge of that farm?

Mr. Baldwin. Well, of course, the selective service system is operated on a highly decentralized basis, as I understand it, under general policies that emanate from Washington. I know that the national office has stated from time to time that special consideration should be given to farm labor and farm production, and I think that it has been given, but I think it is inevitable that a great deal of the youth will be drained from the farms for active participation in the military effort. I have heard complaints that come from some localities—I am not sure that those complaints are general—but the complaints are about lack of consideration.

After all, the draft boards have quotas that they have to meet and they have to interpret these policies somewhat in terms of the manpower that they are expected to supply.

Mr. Bender. In my part of the country there seems to be a greater abundance of fruit this year than there has been in the last 4 or 5 years. It is a real problem that the farmer faces as to the gathering of that crop and giving the fruit trees the proper care. I am wondering if you are conversant with that situation and are taking some steps towards handling it promptly?

Mr. BALDWIN. Our work has been largely devoted to trying to provide camp facilities in the areas of greatest need. As you all know, the camps started on the west coast, and we have gradually spread them to other areas. It is only recently that the problem has become so acute in your section of the country that we have begun to take steps to meet it. I don't think that a great deal has been done yet, but I am sure that a great deal can be done through the further expansion of the camp program.

The CHAIRMAN. I understand that your problem, Mr. Baldwin, is a financial one at the present time, regarding the maintenance of these migratory camps?

Mr. BALDWIN. Yes.

The CHAIRMAN. That is your problem at the present time, isn't it, to get them going and get money enough to keep them going?

Mr. BALDWIN. Yes.

The CHAIRMAN. Hasn't there been an estimate presented to the Bureau of the Budget asking for additional sums?

Mr. BALDWIN. There was an estimate presented several months ago which was sent to the Senate, but as I have indicated, the Senate has not acted favorably on that. Now another estimate is under consideration and I hope that this will get a better reception if it is submitted to the Congress.

HOUSING THE MIGRANT WORKER

The CHAIRMAN. What other means are there for housing these migrant workers in these agricultural districts, other than the migratory camps? The farmers haven't any means, have they, for housing them?

Mr. BALDWIN. Some farmers have had some facilities although generally they have been very poor. The small farmer who is raising specialty crops, or raising sugar beets, for example, has a terrific problem. He has not been able to provide the needed facilities; in many cases he has not been able to provide any facilities. I think that there is another thing that this committee and the Congress should bear in mind on this whole problem, the fact that if something isn't done about this it is going to result in a greater concentration of farming operations. The larger operator is always at an advantage in dealing with situations like this because his financial condition generally is better and he deals with larger groups of workers.

The facilities that are available for handling the migratory worker are not adequate in any section of the country that I know of. I might add that the facilities which are provided in these mobile camps are not very good; they certainly aren't very good for family living.

Mr. SPARKMAN. What is going to happen to all these people that are being thrown off their land by the building of war plants if you are no longer able to relocate them? They can't find land for themselves; they can't very well take to the road because of transportation shortages. What is your answer with reference to them?

Mr. BALDWIN. Well, I am afraid that we have no answer at the present time. As you know, the Agricultural appropriations bill which is now in conference has a provision which would prevent our making any loans or acquiring any land for this purpose from funds appropriated in that bill, and we are entirely dependent upon that appropriation for meeting such a problem. It is quite a serious situation and it is growing more serious every day. We have also tried to take care of the situation insofar as possible, with loans and some grants—we have tried to assist these dispossessed farmers without having to make loans to buy new farms. However, a very high percentage, the vast majority, of the farmers who are having to leave the land because of expansion of war activities are tenants who have no equity, and most of them will leave their places penniless. We are without proper resources to deal with that situation.

Mr. ARNOLD. I have a question I was going to ask Mr. Corson when he came to the stand, but I thought perhaps we might have your reaction, too.

RESTRICTION OF MOVEMENT BY GAS RATIONING

Will you describe more fully the relation of the Employment Service to the work of the O. P. A. and the local rationing boards? The other day it was called to our attention that a State rationing administration in one State had instructed a county administrator to prevent the migration of labor away from the area by the rationing of gasoline. Growers in the area were demanding this labor, and growers in other areas were trying to get hold of it. Is this a problem for the Farm Security Administration or the Employment Service, or for the gasoline rationing boards? If the gasoline rationing boards have complete jurisdiction, they can control the movement and allocation of labor.

Mr. BALDWIN. I don't see how we can more fully realize our labor supply, as we are all trying to do through the rationing of gasoline. I hope that was an isolated instance. This is the first time that anything of that sort has been called to my attention. Of course the agricultural war boards, operating in the counties, have tried to do what they could to help get a better utilization of available labor, but I haven't heard of this approach before. I think it would be an extremely bad approach, Mr. Arnold.

Mr. ARNOLD. The committee had word of one such case in a certain district.

Now you said, in reply to a former question, that undoubtedly transportation of migrants would have to be more largely by railroad. How will you get them from your camps to the fields; is there going to be a difficulty along that line?

ASSUMPTION OF TRANSPORTATION EXPENSE

Mr. BALDWIN. Yes, sir; I think there will be some difficulty in some areas. I do not believe, Mr. Arnold, that the Federal Government can take complete responsibility for providing all transportation for migrant workers. I am quite sure the job is too big and I think it would be too costly and perhaps it would be less efficiently handled if we or any other Federal agency attempted to do the whole job.

Mr. ARNOLD. The farmers will have to assume that, won't they?

Mr. BALDWIN. I think the farmers themselves, through cooperative action and through the efforts of the local war boards, will have to assume that responsibility. I would dislike very much to see any Federal agency asked to assume that particular responsibility.

Mr. Arnold. That is all I have.

Mr. Sparkman. The other day I was down in Alabama and one of the Employment Service people told me that they were trying to supply some labor for Connecticut. Now that is a pretty big jump from Alabama to Connecticut, and pretty expensive. Who bears the expense of that transportation, the worker, the employer, the Government, or a combination of those?

Mr. Baldwin. Well, except in a few isolated cases—and I don't know of any in the East—the Government has not borne it. Sometimes those arrangements have been made by private labor contractors. Frequently agreements were made that the workers, when they arrived in Connecticut, or wherever else they were to work, would pay for transportation out of their weekly wages, or daily wages; it would be a set-off arrangement. There have been some cases in which the employers have provided transportation, but I think their wage scale has generally been adjusted accordingly.

So I expect in most instances, in one way or another, the laborer had paid for transportation through lowering his wages or through an agreement that it would be set off against his wages once he got to his new destination. That method of handling is of course extremely haphazard, and I think extremely costly to everyone concerned.

Mr. Sparkman. Of course you would have no supervision over the contract existing between the employer and the employee?

Mr. Baldwin. That is right.

Mr. Sparkman. That would be the Farm Placement Service rather than the Farm Security Administration?

Mr. Baldwin. We would have no jurisdiction over that.

Mr. Arnold. Are labor recruiters as active this year as usual, or has the rationing of gasoline and tires affected them?

Mr. Baldwin. I don't know that it has affected them particularly. In some areas they have been very active. Now sugar production is much more concentrated than many other crops and the sugar companies in some sections have sponsored recruiting activities on a wider scale than ever before. I don't know that labor recruiting has been affected very much one way or the other. I don't think the efforts in this direction have met with quite the success that they have in some other years.

(The chairman having left the room, Mr. Sparkman assumed the chair.)

Mr. Sparkman. Thank you very much, Mr. Baldwin.

(The following statement was ordered printed in the record:)

A STATEMENT ON FARM LABOR TRANSPORTATION

Submitted By C. B. Baldwin, Administrator, Farm Security Administration, United States Department of Agriculture, Washington, D. C.

Long before the outbreak of war, which brought with it a shortage of rubber for civilian use, transportation of seasonal farm labor in the United States was most unsatisfactory.

The methods employed had little regard for the welfare and safety of the migrants themselves. Most of them rattled periously over the highways of the Nation in their "jallopies." Others were crowded, as cattle are seldom crowded, atop the uncovered flatbed trucks of farmers and contractors over long hauls with only one or two stops en route. Some "hitched" their way from point to point dependent on passing motorists' responses or on the willingness of railway guards to look the other way at harvest time.

Transportation of seasonal farm labor was also unsatisfactory from the standpoint of efficiency. It was shockingly wasteful. Probably none could estimate accurately the gallons of gasoline, the quarts of oil, and the pounds of rubber that were consumed in useless driving back and forth by migrants in search of rumored jobs that failed to materialize. Formerly, a few gallons and a few blowouts meant little in terms of the national economy, though the added cost often meant increased material deprivations for the disadvantaged migratory workers.

Farm labor transportation was unsatisfactory even from the standpoint of many farm employers. It was characterized by dislocations, unbalance, inequalities. It was crude, chaotic, costly. Too many workers assembled in areas in response to mere rumors of jobs. Often they were stranded, lacking the few cents to buy gasoline or a second-hand tire to carry them farther. In areas not very far away in terms of auto travel, jobs might be going begging for workers. Thus, even in the heyday of unrestricted motor travel, migrants could not and did not distribute themselves to the best advantage of the Nation's agricultural labor needs.

Earlier hearings of this committee, to which the Farm Security Administration has been privileged to contribute, have amply documented the fact that migrant farm labor transportation in this country even prior to December 7, 1941, left much to be desired. However, it worked somehow and many farm employers secured itinerant laborers who moved to them mostly on their own wheels and at their own expense. As these wheels ceased to roll for lack of tires or gasoline, it was inevitable that labor shortages would threaten many farms that depend on migrant farm workers.

The seriousness of this situation may be fully appreciated when it is recalled that in such States as California and Arizona more than one-half of all farm workers do not live on the farms and require daily transportation to and from work. From two-thirds to three-fourths of the farm workers in these States used their own automobiles for transportation not only to and from daily work but also from area to area, from job to job. The need for farm labor transportation is more or less the same in the Pacific Northwest, along the Atlantic seaboard, in the Mississippi Valley, Texas, and other parts of the country which employ a large volume of nonlocal farm labor.

The Farm Security Administration is administering its rural rehabilitation loan funds so as to enable hundreds of thousands of small farmers all over the country to increase their production. This would enale them to take to market as they never could before, the foods and fibers needed by our armed forces and by the civilian population behind them in the factories, mills, and mines.

But these small, low-income farmers, whose economic security it has been the particular task of Farm Security Administration to protect and improve, are, in the main, not employers of wage labor. In the past and even today with the production increases Farm Security Administration has helped them to attain, they and their family members do virtually all the work performed on their farms. The need to replace speedily the scores of thousands of obsolete private automobile conveyances which formerly provided the means of transportation for a considerable number of our seasonal agricultural workers is not primarily a need felt by these small, low-income farmers. It is one which is felt on the commercially operated farms whose labor needs are supplied by hired workers. It is a matter of getting workers who want jobs to these farms and of moving them along to other areas as crops mature in seasonal sequences.

Farm Security Administration is no stranger to hundreds of thousands of migrant farm workers who have followed the crops. During the 6 years in which Farm Security Administration has pioneered in decent, healthful housing for migrant farm workers, it has acquired a wealth of experience. This experience will prove invaluable not only to the Farm Security Administration but also to the other agencies, the Farm Placement Service in the United States Employment Service, the Office of Defense Transportation, and the Office of Price Administration, on whose cooperation we must rely to provide a system of farm labor transportation which will do the job during the present war emergency.

The communities in which Farm Security Administration migrant labor camps have been established have exhibited, particularly during the past year, an overwhelming approval of the camp program. The existing camp program is the very foundation on which we will have to build an emergency system of farm labor transportation. Housing and transportation are inseparable; without one the other loses much of its effectiveness. The best system of transportation of farm workers will fall down deplorably if we lack sufficient well-situated, clean, livable shelters.

We have in operation today 46 standard permanent camps and 43 mobile camps. Six additional mobile camps will be ready for occupancy before the close of this crop year. For their operation alone during the 1943 fiscal year we shall need much more funds than are provided in the agriculture appropriation bill now in conference. In addition, we have received requests for other camps and have confirmed that such need does exist in about 150 localities not now served. An additional 150 localities have submitted their bids for camps and we are now checking this list to determine their actual needs.

Early examination of the ways in which agricultural groups in various localities of the country have approached the problem of farm labor transportation under present difficulties leads to the conclusion that these problems can be met effectively only by a federally directed and financed program. There is no substantial evidence that farmer-employers are successfully meeting the labor transportation problem which faces them now and will trouble them increasingly in the future. In fact the evidence is in the opposite direction. Effective group cooperation among farmers in this connection has not been demonstrated save in shining, but all too isolated, special instances. Where such efforts have been attempted, many difficulties have arisen affecting not only farm laborers but also farm operators.

In some cases, for example, farmers were found not to have received the full use of the workers for whom transportation costs had been paid. Extreme competition for labor has led to "pirating" of workers at the point of arrival or even en route. Workers have been frequently required to pay the costs of their transportation in violation of verbal agreements. Smaller operators have been disadvantaged in securing nonlocal labor because of their inability to recruit and pay transportation costs.

Farmers have expressed a need for a Government agency to assume the over-all responsibility for farm labor transportation. Requests of this nature have come to us from farmers and farm groups all over the Nation. Farm employers have asked us to take camp funds to pay for transportation, to take rural rehabilitation loan funds to pay for transportation, to make grants to employers or to workers to pay for transportation. Sufficient funds are not available for these purposes.

With the cooperation of other interested agencies and to the extent that funds can be made available, the Farm Security Administration is ready to execute the directive of the War Manpower Commission "to assure adequate transportation facilities to move migrant agricultural workers." We believe that the operation of any system of transportation established for farm workers in the interest of the agricultural war effort would have to be shaped by the following objectives and policies and problems.

First, two broad objectives should be made clear:

1. *Insure necessary production.*—Transportation should be made available to qualified farm labor when and where necessary to provide labor for the maximum possible harvest of food for freedom crops. Such transportation not only should facilitate the harvesting of the already planted crops but also should act as a stimulus for increasing production next year by giving farmers assurance that whatever is planted on their farms can be cultivated and harvested without the loss of a pound or a bushel because labor is lacking;

2. *Maximize use of available labor.*—A transportation system should aim toward the maximum utilization of available labor supply with the minimum use of our vital transportation facilities. Obviously, its successful operation would necessitate a greater use of the facilities of the Farm Placement Service of the United States Employment Service by both employers and workers. Similarily, its efficient operation will require accurate current reporting of labor supply problems and anticipated needs for nonlocal labor. Now, turning to policies to be applied in meeting specific problems:

1. *Determination of labor needs and labor transportation.*—The agency in charge of transportation should conduct its operations in close cooperation with the Farm Placement Service. Certification of labor shortages and requests for transportation of workers to reduce or overcome such stringencies, for example, should be made to this agency by the Farm Placement Service. It would be highly advisable, also, for both the Farm Placement Service and the Farm Security Administration to consult and cooperate with the County and State USDA war boards before undertaking transportation from and into affected areas.

2. *Recruitment of workers.*—The agency responsible for farm labor transportation would depend on the Farm Placement Service for information as to workers available who are (*a*) qualified to do the kind of work in question; (*b*) ready to accept work because their previous employment has come to an end; (*c*) willing to work in a new area for the length of time, at the wage rates and condition of work offered by the employers in that area; and (d) who will not be needed in the area from which they are being recruited before the completion of their work in the area of destination.

3. *Worker safeguards.*—Workers solicited for employment in areas to which they will be transported by the farm labor transportation system should be well informed on wages and conditions of employment. No workers should be transported to any area without first knowing (*a*) where he is bound for, how he will travel, and what will be the conditions en route; (*b*) the kind of crop operations to be performed, tools to be used, special local conditions, etc.; (*c*) the minimum and approximate duration of work; (*d*) what wage rates will be paid; (*e*) what housing and other living conditions will be available on the job; and (*f*) what transportation arrangements will be made and what the governing conditions will be for return to place of origin.

4. *Farm Security Administration camps.*—Wherever possible, workers to be transported should be assembled and housed in Farm Security Administration camps both prior to and following the journey.

5. *Cases of acute need.*—The agency responsible for the established system of transportation will be obliged to meet emergencies resulting from destitution of workers transported to areas of destination. Even with appropriate safeguards concerning reasonably full employment and fair wages, it is conceivable that some workers may lose their jobs or fail to obtain adequate employment in these areas. While the Farm Security Administration has met this situation in previous years with outright grants of money and commodities, it is one which must be definitely anticipated and for which proper provisions must be made.

6. *Economies.*—The cooperation of the Office of Defense Transportation will probably be needed in obtaining the best possible routes and the lowest rates for the movement of workers. Efforts should be made to obtain benefits of large scale economies through transportation of substantial numbers of workers at any one time. On long journeys transportation by rail should probably be adopted.

7. *Transportation of families and effects.*—Rules and regulations will have to be established with regard to payment of transportation for nonworking members of families and limits set to the amount of household and personal belongings which family units will be permitted to carry with them.

8. *Financing.*—The problem of who should pay the cost of transportation is difficult. It could conceivably be borne by the employer, the employees, or by the Government. We are now confident that, in view of the low earnings of agricultural workers, it would be difficult, if not impossible, to solve this problem were the cost assessed completely against the workers. It might be possible to work out arrangements in some instances where the employers would pay all or a part of the transportation costs. However, any arbitrary requirement of this sort might act as a barrier to the smaller farmers in getting sufficient labor for their needs since, in most instances, they would not be able to meet such a condition. As for the workers themselves, their wages are still generally much lower than those of industrial workers and their assurance of any continuity of employment is so lacking that it is felt that the imposition of such an obligation would discourage workers from accepting employment outside their immediate localities.

Certainly, it would not be possible for the Government to assume full responsibility for transportation or its cost for all migratory workers. The problem must be approached in a flexible manner and handled in such a way as to provide sufficient labor at the points where it is needed actually to do the job.

However financed, it is estimated that the amount of funds which will be required to provide for assisting in the transportation of farm labor, including medical care, health protection, subsistence needs, administrative and supervisory expenses directly relating to this program, is $6,000,000. This assumes a movement of about 150,000 persons, approximately 110,000 of whom would be workers, each traveling an average distance of 1,200 miles per year at the rate of 1.5 cents per mile. The total amount would also provide for an average grant of slightly over $20 during the year for subsistence and other needs of the workers transported under such a program.

We have watched closely the farm labor transportation situation ever since the present emergency threatened. Our people in the field are currently studying the situation and sending us much valuable information on this emerging problem. As I have stated, housing and transportation of migrant labor go together. For this reason, we have been in the "transportation picture" as well as in the migrant housing program.

In concluding this brief statement, may I state that whatever final disposition is made of the responsibility for planning and administering a program of farm labor transportation, the Farm Security Administration will cooperate fully in this enterprise. We are ready to place our shoulders to this task in order to utilize fully the farm labor forces of this country to assure ample production of food and fiber for the war effort.

TESTIMONY OF JOHN J. CORSON, DIRECTOR OF THE BUREAU OF EMPLOYMENT SECURITY, FEDERAL SECURITY AGENCY, WASHINGTON, D. C.

Mr. SPARKMAN. Mr. Corson.

I believe you have been before us on previous occasions, and we welcome you back again.[1]

We want to ask you some questions pertaining to this problem of employment, particularly with reference to the transportation of workers. What agencies, Mr. Corson, are responsible for insuring the adequate transportation of workers, both agricultural and industrial?

Mr. CORSON. I doubt if there are any agencies that can be said to be responsible now for the actual transportation of workers. The Office of Defense Transportation has been very helpful in endeavoring to work out transportation arrangements which facilitate the movement of workers, but it does not have any responsibility, nor, I believe, does any other agency have the responsibility for the actual transportation of workers.

Now in the supplying of labor for a good many projects, workers have been transported at Government expense, and very helpfully so, in most instances by the National Youth Administration and to a lesser degree and in a fewer instances by the Work Projects Administration.

Mr. SPARKMAN. But there is no such thing as having control by these agencies, they function more in a supervisory or advisory position, do they not?

Mr. CORSON. That is correct.

Mr. SPARKMAN. Have there been conferences concerning an orderly arrangement for the transportation of such workers?

Mr. CORSON. Yes; there have been a variety of conferences, particularly in relation to the labor supply needs in particular areas. For example, the one in which we have been particularly concerned during recent weeks is the movement of migratory farm workers along the eastern coast. We have been in conference there with the Farm Security Administration and the Office of the Coordinator of Defense Transportation, endeavoring to work out ways and means of insuring that migratory workers move as in previous years, and thus provides a supply of labor as it has in previous years.

Mr. SPARKMAN. Are these individual workers informed as to the arrangements that are made, or is it more or less of a hit-and-miss affair with them?

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[1] Pt. 27, p.10286.

Mr. Corson. Well, we are endeavoring to inform them. The usual facilities for transportation, gasoline and rubber, going into the customary means of travel by automobile, have been so limited that the usual means of transportation are not available as they have been in the past. We have been endeavoring to work out, with the assistance of the Office of the Coordinator of Defense Transportation, special railroad rates that would facilitate the movement. That isn't a wholly satisfactory substitute, because there is still the movement from the railroad station to the farm location, wherever that may be. We haven't yet been able to obtain such preferential rates.

We have moved relatively few workers by railroad. The bulk of them have so far moved by their previous means of transportation. The total number, as a consequence, however, has been reduced over previous years.

Mr. Sparkman. A minute ago you said N. Y. A., and to a limited extent the W. P. A., have transported workers at Government expense. Is that transportation charge recovered in any way, or it it an outright expenditure?

Mr. Corson. I believe it is an outright expenditure, and it is primarily related to the movement of trainees to the resident centers maintained by the National Youth Administration.

Mr. Sparkman. And the W. P. A. would be something similar, I assume?

Mr. Corson. Yes; and, as I have said, much less.

(At this point Congressman Tolan resumed the chair.)

Mr. Sparkman. Have any plans been arrived at dividing the authority, or the field, in which these various agencies would function with reference to trying to arrange an orderly transportation procedure?

POSSIBILITY OF MOVEMENT OF WORKERS AT GOVERNMENT EXPENSE

Mr. Corson. No; there has not been, but I think it should be borne in mind, as the previous witness testified, that a large part of the transportation will, and I think should be, borne continuously by the employer. Some, in certain areas of the labor market, I think, can and should be borne by the worker himself. There is another area that perhaps in the future will have to be borne by the Government. There are certain types of labor that will not be moved unless the Government subsidizes their actual movement.

Mr. Sparkman. I wonder if you might give us some idea as to what type that is?

Mr. Corson. I am inclined to think that it is a substantial part of the migratory farm labor that will not be moved in the future because farmers do not feel, rightly or wrongly, that they are able to pay transportation, and the worker cannot pay; and if we are to provide the requisite food crops, I believe we are going to have to move workers at Government expense to where they are needed.

Mr. Sparkman. Particularly would that be true with seasonal workers, I presume?

Mr. Corson. It would. Now it is a very difficult task to undertake, it requires a number of safeguards that are not readily available—the assurance that when the worker is moved he actually works at the place to which you are moving him. And in many instances it necessitates some provision for his return as well. We move agricultural workers up the east coast from Florida all the way to Connecticut, and it is essential that they go back to Florida if they are to meet the need for an agricultural labor supply the following spring in Florida.

Mr. SPARKMAN. Would you be willing to say that if the time comes when it is necessary to control our labor supply completely, that then the Government will have to assume the transportation charges?

Mr. CORSON. If that time comes; sir, yes.

Mr. SPARKMAN. Would you venture a prediction as to whether or not such a time is likely to come?

Mr. CORSON. I wouldn't be so bold as to venture that prediction.

Mr. SPARKMAN. It is a possibility?

Mr. CORSON. It is a possibility, although to insure that I am correctly understood, I hope that we can devise ways and means of so managing our labor resources as to permit their voluntary choice of a job and their voluntary movement for a long time, or for the duration of the war.

Mr. SPARKMAN. Are you pleased with the progress that has been made so far in recruiting labor where it is needed on a voluntary basis?

Mr. CORSON. Well, there are elements in the picture at the moment which lead to some discouragement. In the industrial area, the factor that is particularly discouraging, that raises the question as to whether new methods will not have to be accepted, is the pirating of workers from one employment to another, and the consequent needless movement of workers backward and forward. Now the worker actually makes the choice when the economic alternatives are so much greater if he moves. And yet that is coming to be a considerable handicap to war production in some areas, Detroit specifically. That is one factor that may necessitate a type of control over workers' movements that is not now existent.

Mr. SPARKMAN. What do you consider to be the function of the United States Employment Service in the transportation of war workers?

RESPONSIBILITIES OF EMPLOYMENT SERVICE IN MOVEMENT OF WORKERS

Mr. CORSON. Well, first I would say that it is the responsibility of the United States Employment Service, to a greater degree than the Employment Service has ever had to assume that responsibility in the past, to seek out orders from employers for the workers they need; then, to obtain from the employers specifications as to the type of workers required, including whether or not they are willing and able to pay transportation of workers to be brought in from other areas.

Our second responsibility would be to communicate to available workers, in other areas usually, the opportunities that are existent. I think that much migration and much movement can be eliminated if we can communicate more effectively to workers than we have in the past, the opportunities that do exist, along with the conditions of employment, including particularly when transportation costs are to be met by the employer.

In addition, I think the Employment Service has a third responsibility in collaboration with the other agencies that are more directly related to the transportation field, of trying to work out ways and means of getting special consideration for the movement of workers, particularly where there is a large group of workers to be moved, like the migratory agricultural workers.

We have already taken some steps to endeavor to get other agencies to facilitate that movement—to obtain preferential railroad rates through the Office of the Coordinator of Defense Transportation; and to have the Farm Security Administration relate their mobile labor camps to the movement of these workers; and the use of railroads, if they are to be used, rather than automobiles.

I don't think the United States Employment Service has a responsibility for the actual payment of transportation costs itself. It seems to me of first importance that the employer should pay these costs, if it is possible; and that, secondarily, the other agencies of the Government that are more familiar with the movement of workers in the transportation area should assume the responsibility for the actual shipping of workers.

Mr. SPARKMAN. Do you exercise any control or supervision over the contracts that are entered into between the employer and the employee with reference either to wages or to transportation charges?

Mr. CORSON. No, we cannot determine the conditions of employment. Manifestly, when an employment office has orders from two employers, one employer offering, let us say for the sake of illustration, reasonable standards of employment in terms of hours of work, wages and living conditions; and another offering substandard, or at least, less desirable standards of employment, manifestly it is much easier to obtain workers to accept the first opportunity, and those are the ones on which efforts are devoted. We can refuse to fill or to assist an employer in filling jobs at substandard conditions, and that we do. We cannot choose between those that are above a level of what might be described as substandard conditions within the area.

MIGRANT WORKERS NOT COMPLETELY IMMOBILIZED

Mr. SPARKMAN. We learned some time back, in the early part of our hearings, that the eastern seaboard drew a great part of its agricultural workers for its seasonal crops, from the Southeastern States. Now we understand that those workers are pretty well immobilized this year because of lack of transportation facilities, and at the same time reports come to us of crop losses to a severe degree in the Atlantic seaboard area because of a shortage of seasonal agricultural workers. Has the Employment Service made any effort to remedy that situation

Mr. CORSON. Well, the Employment Service has been continually working on that problem for the last 3 or 4 months. There are several points that you have made that I would like to comment on.

In the first place, it is true that the customary supply of labor that moves along the east coast from Florida, through South Carolina, North Carolina, Virginia and on up to meet the agricultural labor needs, is immobilized, to a degree, in comparison with previous years. There is still a material movement of workers along the east coast by their customary means of travel. That is, to me, somewhat surprising, and yet there has been, insofar as the agricultural labor needs in South

Carolina and North Carolina are concerned so far, some movement from Florida on up through those States.

In addition, to supplement our Farm Placement Service, we have placed in Florida three additional men whose whole job it is to contact those workers that customarily move out from where they are working now in the northern areas of Florida, and to make available to them the job opportunities that the Employment Service has been able to locate, and to facilitate their movement along the coast. We contemplate that those men will stay with that group of workers for the whole season until it has traversed the whole area through which it customarily travels.

We have as well, as I have referred to before, endeavored to obtain, with the cooperation of the Office of the Coordinator of Defense Transportation, special railroad rates to move them. It hasn't been accomplished as yet, but we still hope that we can, with preferential railroad rates, facilitate their movement along the east coast. We are even now bringing together our Farm Placement people from those States with a view to insuring that we mobilize a diminished labor supply so far as we can. That it is a substantially diminished labor supply is a factor that should not be overlooked. We are making those workers that do exist available where they are needed.

DISTINGUISHING THE AVAILABLE SUPPLY

Now in Florida and in other States along the east coast, much of the migrant labor supply that is usually counted upon has been drawn off into the construction of cantonments and other war projects that did not exist in previous years. As a consequence, there aren't as large a number to shepherd along the east coast as there have been in previous years. That makes, it seems to me, all the more important the intensive use of the local labor supplies. Recruiting around Norfolk, for instance, all of the people that can possibly be found around Norfolk that can be used on the farm for the season there; school children to the degree that they can work on farms; women who have not customarily been employed in the past on farms. Those supplies perhaps haven't been customary ones, but this year they will have to be used if we are to meet the aggregate need for farm workers.

Dr. Lamb. Wouldn't you say that these two problems, the problem of distinguishing the available supply and the problem of transportation, are so interconnected that it is a little difficult to tell where the one begins and the other leaves off? If you have ready transportation and a surplus such as we have had in past years, the problem of discovering where these workers are is hardly any problem at all, as far as your office is concerned. The bulk of the orders for these workers doesn't come through the office in peace times, in normal times. They are a matter of arrangement between a boss or a contractor and the individual employer, or a group in some places, and consequently a whole new burden has fallen on your organization—first to determine exactly where these supplies are, and whether they are immobilized; and then to collaborate with other agencies to mobilize them by transportation.

Mr. Corson. Well, may I comment on two points there. There is still another factor. I heartily agree with you, the two problems are inseparable. But there is a third that is likewise a part of the picture, and that is the problem of discrimination against certain types of workers and discrimination on the part of workers against certain types of work.

For instance, there are available supplies of labor in the far West and in the Southwest, but there are many individuals among them who will not take jobs in beet sugar and stoop labor. That is a part of the problem.

The other is that it is true that there is a burden thrown on the Employment Service this year that it never assumed in the past, because in the past there were labor contractors who facilitated the movement and the recruiting of these workers on a commercial basis for farmers. Those individuals are, to some extent, reduced in number by the lack of transportation facilities. In other areas, however, they are even more active than in the past, and that makes it difficult for the Employment Service to know what supplies of labor there are, because the labor agent has come in and drained off a supply of labor, and the employment office is unable to ascertain how many are left, now knowing how many the labor agent has taken out. That adds to the complexity of the problem as well.

Dr. LAMB. What this means, in effect, is that you people have to invent and pioneer new methods of determining the available labor supplies, methods which are much more intensive than you have previously had to use?

RE-EDUCATING THE EMPLOYER

Mr. CORSON. That is correct, and as well to invent new means of obtaining indication, in advance, of the labor demand. The employer has in the past had a surplus of labor, and as a consequence there was no necessity for him to worry about the Employment Service, he could go to the village store or to his front gate and there were plenty of workers there to be had. Now that isn't the case. Hence, he turns to the Employment Service, or some other means. All too frequently he waits until the last moment and turns to the Employment Service and says, "Because you aren't supplying labor, our crops are going to rot in the fields."

Dr. LAMB. In fact, he has to be taught to turn to the Employment Service, and turn to it early?

Mr. CORSON. Well, I would add that the Employment Service has to accept the responsibility to a greater degree than before of bringing its services to the employer, since he hasn't been familiar with its work; and, as I said before, seeking out orders in advance of the season.

Dr. LAMB. There is one more question I have in this connection. That is whether—because of the fortunate situation in which these employers found themselves in the past with a labor surplus and the ready transportation provided by labor contractors or by the workers themselves—the usual wage rates and the conditions of employment have lacked pulling power this year and during these war years?

Mr. CORSON. Even though farm rates this year to some extent have increased over previous years, in contrast with wage rates on construction projects and other war production work, they represent an unfavorable contrast and they do not have the pulling power that would bring workers into agriculture. That is true even in an area like Los Angeles, where you have still, despite the large employment there, some unemployment, unemployment which can't be drained off to farms because of the differential in wage rates.

PRIVATE LABOR CONTRACTORS

The CHAIRMAN. Mr. Corson, the transportation by private contractors of migrant workers from Texas into Michigan, and the North Central States, was done by automobile. Do you think that these private contractors, on account of the shortage of rubber, will be able to continue to transport the migrant worker from the South?

Mr. CORSON. I am not sure that I am using the term "private contractors" in exactly the same way you are, but to the extent that private contractors have relied upon truck transportation in the past, their activities will be curtailed. However, some private contractors, in a sense the agents for some companies—particularly the beet-sugar companies—who have relied more on railroads in the past, have intensified their activities this year by reason of the apparent shortage of workers in relation to the demand. The demand for workers in beet-sugar fields is much greater this year than in previous years. Hence, their activities, in contrast, have been far greater this year than in previous years. They haven't been handicapped by a lack of rubber, because they have customarily used railroads, and special rates on railroads, to move workers.

The CHAIRMAN. Do you think the private contractors should be eliminated?

Mr. CORSON. Their elimination would certainly make for a more orderly management of what labor resources we have. It has been particularly difficult this year for the Employment Service to mobilize what labor there is and facilitate its movement to where it was needed, because of the competitive situation we were in. At the same time we were seeking labor, we had the labor agent of the beet-sugar companies, particularly, working in the same area, offering inducements with respect to transportation that smaller farmers, perhaps in other crops, couldn't offer. And as a consequence it created a rather chaotic condition in the States of Texas and New Mexico, with respect to the movement of migratory labor out of those States.

RAILROADS CAN HANDLE MOVEMENT OF WORKERS

The CHAIRMAN. Do you think the railroads will be able to take over this additional load?

Mr. CORSON. Well, from what I have been able to learn in our contacts with the railroads and with the Coordinator of Defense Transportation, who has been very helpful in trying to work out ways and means of insuring movement of this labor, the railroads would have no difficulty in assuming this burden. It isn't large in aggregate, there may be perhaps 50,000 workers that, if moved, would meet the demands, if you effectively utilize as well your local labor supply. It is surprising when you think that whereas actually there may be 30,000 workers needed in New Jersey, there may not be the necessity of moving more than 5,000 to 10,000, at the most, from Florida. If you utilize the local labor supply first, the supplement that you need is relatively small.

The Chairman. Has the Employment Service made any contact with the railroad companies regarding rates for these migrant workers?

Mr. Corson. Well, the answer to that question is "no," but it is not a fair answer to the Employment Service because Mr. Otto Beyer, who is in charge of the Division of Transport Personnel in the Office of the Coordinator of Defense Transportation, has been in contact with the railroads daily for the last 2 weeks, at our request, and presenting this picture to them.

Mr. Arnold. Do you find any State laws interfering with arrangements by the Government for the transportation of war workers?

Mr. Corson. No; I have not. There may be some, but I am not familiar with them at the moment.

INTERSTATE CLEARANCE OF WORKERS

Mr. Arnold. Do you find that the competition among States or regions for the available supply of agricultural workers is interfering with the interstate clearance by the Employment Service?

Mr. Corson. It has to some extent. That has been particularly true in Texas, and it is a very natural situation. Employers who have been accustomed to relying upon an available supply of labor are very loathe to see it drained off into other areas, even though, by the more effective utilization of the remainder in that State, their needs may be met. It is a very human and natural situation, and it is one that has to be faced.

Mr. Arnold. The committee has heard that the farmers in New Jersey were compelled to recruit some laborers from south Florida by their own arrangements because the clearance and referral procedure of the Employment Service was too slow to meet their needs. Have you any comments to make on that, sir?

Mr. Corson. I think that the situation could be described more accurately by stating that the farmers in New Jersey used the Employment Service to a minimum degree. They went to Florida to obtain workers without regard to the existence of an Employment Service. I doubt whether they gave the clearance system of the Employment Service a sufficient trial to justify the statement that it was too slow or cumbersome. Actually, the Employment Service did bring into New Jersey a considerable number of workers, approximately 200 workers, from New York City, and that represented, I think it can be said, the difference between substantial failures in the asparagus crop and a harvesting of the bulk of the crop.

Mr. Arnold. Then they probably weren't familiar enough with your service to properly utilize it?

Mr. Corson. I think that is true, and I think the obligation for insuring that they are familiar with it is on both sides. It is in part that the employer should make use of the service, but in part the Employment Service has got to make known its existence to the farmers.

Mr. Arnold. Now the Texas Employment Service is under your jurisdiction, is it?

Mr. Corson. Yes.

Mr. Arnold. The committee has been given to understand that that employment service has never referred any workers to other States. Would you say that that is substantially correct?

Mr. Corson. I think it is substantially correct. It has referred some workers, and it has referred some workers because we have simply insisted that workers be moved out of there when there seemed to be an apparent surplus. But there are two other factors that should be considered. In the first place, Texas was the particular, perhaps, if I may say so, happy hunting ground for the recruiting agents of the beet sugar companies, and they went in there and took out a great number of workers. As a consequence, not only the Employment Service in Texas, but the farmers in Texas and the Texas State government, were very much alarmed that so many workers had been moved out of the State that there would not be an adequate supply of workers for the needs of Texas farms. I think the fact that there was some substance for their fears is testified to now by the fact that there is at least a very narrow margin in the available supply of labor for the cotton crop in the southern and western areas of Texas; hence another demand for the importation of Mexican workers.

EFFECT OF FEDERALIZATION OF EMPLOYMENT SERVICE

Mr. Sparkman. Has the federalization of the Employment Service served to reduce to any appreciable degree the need of private recruiting arrangements by these employers?

Mr. Corson. I think the national operation of the Employment Service has facilitated the movement of workers from one area to another, and that is one thing that the United States Employment Service can do that few private employment recruiting agencies can do. They aren't Nationwide in scope, and they can't move workers from one area to another. The Employment Service has moved a very considerable number of workers, from one section to another as the needs dictated.

Mr. Sparkman. You still have the problem, though, of getting the employers into the habit of using the Employment Service?

Mr. Corson. That is correct, and I think there are bases for that. The Employment Service in some States in the past was not the type of an institution that attracted employers to use it, and you can't change 48 different State employment services in a few months to an altogether efficient national institution. There is not only the necessity of raising the caliber of operations in those sections and in those States where they were below the level in other States, but as well the changing of the attitudes of people who have been accustomed to working within their areas and subject to State supervision and subject to the State jealousies and State prides that dictated that labor should be used in this State without regard to the needs of another State. It is an attitude of mind that has prevailed as well as a method of operation. It takes time to combat that.

Mr. Sparkman. I suppose as labor conditions become tighter, the employers turn more and more to the Employment Service?

Mr. Corson. That is correct. As soon as it gets tough to find workers, then it is up to the Employment Service to find them.

CERTIFICATION OF NEED FOR MEXICAN LABOR

Mr. SPARKMAN. We understand that the Employment Service has certified the need for the importation of a certain number of workers from Mexico because it does not have the facilities for recruiting these workers within the United States. Is this correct?

Mr. CORSON. That is correct.

Mr. SPARKMAN. That is a relatively small number so far, isn't it?

Mr. CORSON. Yes; I think the total is 6,000.

Mr. SPARKMAN. That is for seasonal crops in California?

Mr. CORSON. Particularly for beet sugar.

Mr. SPARKMAN. Beet sugar?

Mr. CORSON. Yes; and saying that it is for beet sugar gives some explanation for the necessity of importation there. Beet sugar, the blocking and thinning of beet sugar, described as stoop labor, is a type of labor which has been accompanied by a type of living conditions on farms which has been such that it does not attract many American workers.

Mr. ARNOLD. Well, that is the type of work that the Governor of Idaho and his staff are doing out there. How are they doing stoop labor?

Mr. CORSON. I don't think the Governor and his staff are going to do it for long, if they are doing it.

The CHAIRMAN. When you certified the need for the importation of Mexican workers, did they actually come into this country?

Mr. CORSON. They have not yet.

The CHAIRMAN. To whom did you certify that?

Mr. CORSON. To the Immigration Division of the Department of Justice. The Immigration Division must actually arrange for bringing the workers in from Mexico. I am advised that the State Department has instructed the Ambassador in Mexico City to negotiate with the Mexican Government for the movement, and the standards under which they will be moved. That step was taken, I believe, about 10 days ago. The negotiations between the Ambassador in Mexico and the Mexican Government have not been reported back as yet.

The CHAIRMAN. That is the reason why no action was taken, because the nations being at war, there was really a higher question than the demand, say, for 10,000 Mexican workers in California and in Texas, there was a higher question there.

This committee already has taken it up with representatives of the State Department and the Mexican Government, and I think you stated very, very well the status of it. That is the status of it right now. In other words, there will have to be a clearance through the State Department of this country with the Mexican Government before anything is done?

Mr. CORSON. That is correct.

The CHAIRMAN. To state how many come in and under what terms and under what regulations they come into this country. Is that correct?

Mr. CORSON. Yes.

Mr. SPARKMAN. If a Government agency undertakes to transport war workers, what changes will be necessary in the operation of the Employment Service, if any?

Mr. CORSON. Very minor, if any. If a Government agency undertakes to transport war workers, it would seem to me that it would facilitate our recruitment to the extent that in offering workers jobs. we would have that much greater likelihood of their acceptance of jobs,

The Employment Service might be responsible, as well, for actually placing in their hands the Government transportation request, and to the extent that we had to set up the machinery for bonding our own employees for the issuance of Government transportation requests and actually seeing that the transportation request was issued to the worker, that would represent some minor modification in our processes and in our organization, but it wouldn't seem to be a great one.

UTILIZATION OF LOCAL LABOR

Mr. SPARKMAN. In some of our hearings, our attention has been called to the fact that a great deal of this so-called farm-labor shortage was the result of the failure to utilize to its fullest capacity the available farm labor. Now what has the Farm Placement Service done toward bring about a full utilization of the farm labor already available?

Mr. CORSON. I don't believe that I know of illustrations in which the farm-labor shortage has been due to a failure to use the available farm labor supply. I think there is perhaps one illustration that comes to mind in which it was a question of the willingness of the farm employers to pay what was a quite low wage rate, but one that the farm workers insisted upon. That was around El Paso, in the cotton chopping. On the other hand, I think in most areas there has been pretty effective utilization of what labor supply there was available, but the customary labor supply has been depleted by draining off into war industry, and secondly by Selective Service. Now the Farm Placement Service of the United States Employment Service has been substantially expanded over previous years. We have, in every State, individuals responsible for the farm placement job, and that job alone, and we have endeavored through their efforts to have each of our local offices concentrate on the determination of what farm labor was needed, and the recruitment of that arm labor and its direction to the employers, which frequently means the movement of workers from one office area to another.

I think to the extent—and this is not a satisfying answer—but to the extent that the employers have placed orders with the Employment Service, we have been able to fill the very large bulk of them. It has been the failure of the employers to make use of the Employment Service that has resulted in these shortages that actually has caused trouble.

Mr. SPARKMAN. Is every effort made to insure the full utilization of local labor supplies before outside labor will be imported?

Mr. CORSON. I think that can be said, surely, to be the case.

Mr. SPARKMAN. That certainly would be your purpose?

Mr. CORSON. That certainly would be our purpose.

Mr. ARNOLD. The committee has heard much about the difficulties of holding labor on farms because of the opportunities of earnings in industry. There have been reports in the press that farm workers may be frozen in their jobs. Do you think that this step is feasible at the present time?

Mr. Corson. I doubt if it is feasible at the present time, and I doubt if it is feasible because of the factor you have mentioned, the differential in wages. It is a step that has been taken in each other country as the labor supply problem has matured as it has here.

PRESENT WASTE OF HUMAN RESOURCES

Mr. Arnold. Do you consider that the present methods of employing seasonal labor on farms are causing a waste of human resources that is detrimental to the war effort?

Mr. Corson. I think that would have to be answered in the affirmative, although I am not sure how the seasonal and peak uses of farm labor are to be smoothed out. We don't match up well the relative demands for farm labor and insure relative full employment for the individual and full utilization of our labor resources. The Texas Employment Service that has been referred to in the past, has probably done a better job within that area than we have done anywhere else in the country in the past, in actually planning in advance as the season moves from the southern areas of Texas up to the north where labor is going to be needed, and then transferring workers in an orderly fashion as they finish up the harvesting on one farm, to the requirements on the next farm farther along.

Mr. Arnold. The fact of the matter is, you will know a lot more about farm labor and the needs for farm labor before the war is over than you have had occasion to know in the past?

Mr. Corson. Particularly the needs for farm labor.

Mr. Arnold. In view of conflicting reports as to the need for farm labor in certain areas, what measure of need will the Employment Service adopt as the basis for arranging the transportation of workers?

SYSTEM OF REPORTING LABOR NEEDS

Mr. Corson. We have developed a reporting system from each of our local offices, which is designed to provide, on a weekly and biweekly basis, data from each of the principal crop areas as to the labor needed and the available supply. We hope that through this reporting system we can keep abreast of where the available supply of labor is, when it will be released by the completion of the farm job in a particular area, and how it can be moved on to the next area where the need is arising.

Now this is a step that it might have been hoped that the Employment Service had developed a decade ago if we were to effectively utilize our human resources. It wasn't developed a decade ago, primarily because we were operating within State compartments that weren't concerned with the labor needs of other States, and as a consequence we never had the impetus for the management of our human resources in the manner that we are trying to do now when the supply is very scarce in relation to the demand.

Mr. Arnold. You might have heard me ask Mr. Baldwin this question. I wish you would describe more fully the relation of the Employment Service to the work of the O. P. A. and the local rationing boards. It was called to the attention of the committee the other day that a State rationing administration in a certain State had instructed a county administrator to prevent the migration of labor away from the area by the rationing of gasoline. Growers in the area were demanding the labor, and growers in the other areas were trying to get hold of it. Is this a problem for the Employment Service or for the gasoline rationing boards?

Mr. Corson. The Employment Service has never considered that it could use the rationing machinery as a means of controlling and restricting the movement of labor. That is the first time I have learned of the fact that maybe one local employment office manager has sought to use that device. I question whether we should use that device, and we have not as yet done so.

APPROPRIATION INADEQUATE UNDER PRESENT CONDITIONS

Mr. Arnold. Now I know the Employment Service has been short of funds to carry them up to June 30. Has the appropriation for the next year passed, and is it sufficient——

Mr. Corson (interposing). The appropriation for the next year has not passed, and the amount contained in the present bill now pending before the Senate Appropriations Committee provides for no expansion of the Employment Service over its present curtailed level of operations. We have, as a consequence, presented to the Bureau of the Budget a request for a supplemental appropriation to be available during the full year 1943 in order that we can meet the demands on the Employment Service. It was pointed out to the House Appropriations Committee that the appropriation which was passed by the House the other day would not be adequate to provide for the Employment Service, primarily because the appropriation request was formulated and presented back in the latter part of last summer, before the declaration of war, and before the national operation of the Employment Service, and before the demands on the Employment Service had matured to anything like their present character.

Mr. Arnold. Then you anticipate the appropriation will be raised by the Senate committee, or that another supplemental bill will have to be passed?

Mr. Corson. We anticipate the latter.

Mr. Arnold. Otherwise, you will be very short in the extension of your activities to meet the unusual conditions?

Mr. Corson. Yes. May I point out that during the last 60 days the Employment Service has had to curtail its operations very substantially. We have on our staff now 1,000 less people than we had at the end of January; we have had to close up approximately 63 offices throughout the country; and we have had to allow a good many positions, which were originally provided for in our budget, to remain vacant for the balance of the fiscal year. The funds available for next year will permit us, perhaps to fill the vacant positions, but nothing more; and that in the face of a pretty substantially expanded responsibility since January 1.

Dr. Lamb. I don't know whether you answered this, Mr. Corson, but I would like to ask it and get your answer again if you have already answered.

WHO SHOULD BEAR TRANSPORTATION EXPENSE

Do you think that transportation expenses for agricultural workers should be borne by the Government, the employer, the worker, or any combination of those?

Mr. CORSON. I think that to the extent they can be borne by the employer, they should be first borne by the employer. I am not convinced that they can be borne by all farm employers. Perhaps it should be a division of farm employers by crops, rather than by size. But the margins within certain crop productions I think are such that you won't get farm employers to bear transportation expenses. Rather they will reduce production, and that we cannot stand at this time. Hence I come to the conclusion that it will be necessary before this war is over for the Government to provide means of transportation for agricultural workers.

Dr. LAMB. The problem of determining just what size employer should be assisted, or what crop should be assisted is probably going to be a troublesome one.

Mr. CORSON. Certainly as to what crops should be assisted, and I should think the Department of Agriculture, with its knowledge of the profit margins in the varying crops, and the essentialness of the crop to war production, could make some determinations.

Mr. SPARKMAN. Before you leave that line, do you think it might be worked out so that instead of the Government assuming any transportation charge or responsibility, letting the Department of Agriculture decide what crops should be subsidized. In other words if, in this food-for-victory program, people are going to be called upon to grow unprofitable crops in order to meet the requirements of the Government in its commitments to our Allies, aswell as our own needs, would it be well in such cases for the Government to subsidize the growing of those crops?

Mr. CORSON. I think that is essentially what is going to be done, although I don't feel competent to pass judgment as to whether that is the desirable thing to do. I don't know enough about the relative costs of production and the price available for the crops to know whether subsidization is essential or whether one might expect the production without further subsidization.

Mr. SPARKMAN. Well, of course, I assume that the Department of Agriculture would have those facts at hand.

Mr. CORSON. I would assume so.

Mr. SPARKMAN. The point I am trying to make is that after all in connection with some of the crops the cost of transporting the workers might be only one item of the cost in an unprofitable venture.

Mr. CORSON. That is correct.

Dr. LAMB. You mentioned earlier that one of your principal difficulties was the failure of employers to use the Farm Placement Service. Recently there are indications that as far as industrial employment for war production is concerned the employer will be required, for at least certain types of production, to use the Employment Service.

Mr. CORSON. For certain occupations, I would say.

Dr. LAMB. If not for the whole operation, certainly for certain skilled trades or scarce trades of one kind or another.

Mr. CORSON. That has been suggested and discussed with the War Manpower Commission, but actually has not yet been directed.

RESPONSIBILITY FOR EXPANDED OUTPUT

Dr. LAMB. I understand. But what I am getting at is there would seem to be a similar relationship inherent in the demands made by the Department of Agriculture on the grower to expand his production and the question is whether this expanded output will carry with it any responsibility for turning to the Employment Service for getting out the crop, and what the responsibility of the Government is with respect to these demands for expanded output, whether the Government has a responsibility on the one hand to require the employer to hire through the Farm Placement Service, and on the other hand to give him a kind of service which it has not been accustomed to give in the past because the end goal in sight is the expanded food-production program, and if we are serious about our desire to get that out, then other considerations tend to become secondary.

Mr. Corson. I think it can be said that that is inherent in the Government's demand for certain crops. Take for example the long-staple cotton crop in southern Arizona, New Mexico, and around El Paso. The whole crop, I believe, has been contracted for by the Government. If it is essential to the prosecution of this war certainly that crop will not be as large a crop unless there is assurance given to those growers that there is going to be an adequate supply of labor. The Government then has to assume some further responsibility and that is with respect to the level of compensation that workers are expected to work for on such crops where the grower is to be provided with the service of moving workers to him.

Dr. Lamb. In other words, once you are in the position of requiring the use of that service because the needs of the Nation at war require the output, you are automatically in the framework of requiring certain other things also, such as the wage to be paid and the conditions of transportation, and whether the Government will pay those costs or the employer?

Mr. Corson. That is correct.

MOBILIZATION OF AGRICULTURAL LABOR

Dr. Lamb. You go from this voluntary procedure which the Employment Service has used in peacetime of being a referral agency—that is largely what the Farm Placement Service particularly has been—to being an agency for actual recruiting and placement of workers under fairly rigid conditions.

Mr. Corson. There is another situation inherent in the farm labor problem that may dictate the same end that you described, and that is the movement of agricultural workers. In industry the necessity of compelling employers to use the Employment Service arises out of the waste of labor, the waste of precious man-hours of labor, when one employer, without using the Employment Service, steals or pirates workers away from another employer. The movement back and forth from one employer to another represents a rather costly waste of manpower. We have a rather comparable situation, it seems to me, in the agricultural labor areas, to the extent that we have a waste of workers who are moving from one area to another in a rather haphazard movement, without plan, without knowledge of employment opportunities, without any assurance that if they go into a particular area, that they will finish all of the work in the area for a variety and number of farmers, before they leave the area, when others may be brought in later from another section to serve the needs of other farmers.

Dr. Lamb. In other words, you have a responsibility for the total labor supply being adequately used and the maximum of production achieved with that labor supply in an area, if this point of view is pursued to its logical conclusion?

Mr. Corson. I think the Nation, irrespective of the Employment Service, has an obligation of insuring that if we are really to utilize our manpower in war production it requires more than just providing a large number of jobs; it requires the utilization of each individual for his full time to the maximum degree possible.

Dr. Lamb. Now in that connection could you tell the committee in what areas the Employment Service has made positive efforts to mobilize agricultural labor which, for example, is stranded after a crop season? Do you do this also only in response to requests for clearance from other areas, or would you mobilize that supply and announce its availability to your other offices in some definite way?

Mr. Corson. Well, in Texas, which is the best illustration of the fact of how it has been done in previous years, there has been for the last several years an effort to locate the available labor resources on farms, find out when that labor would no longer be needed on that farm, and then make advance provision for its referral up to the next sector of the farm area, to insure that it is available there when the crops are ready to be harvested there.

Now we are at the moment trying to do the same thing along the whole eastern coast with respect to the migratory group that comes up from Florida, to take that group as it finishes its work in Florida and to insure that it moves along into first South Carolina, then into North Carolina, then into the Norfolk, Va., truck crop area, and on up the east coast.

Dr. Lamb. In Texas this has depended to a considerable extent on the existence and the knowledge of the labor contractor, has it not?

Mr. Corson. Yes.

Dr. Lamb. And that is not as well developed on the east coast, and consequently would require time?

Mr. Corson. It would require more effort on the part of the Employment Service.

Dr. Lamb. Would you say that dealing with the labor contractor in Texas has been a thoroughly satisfactory experience to the Texas State Employment Service?

Mr. Corson. It is not thoroughly satisfactory. I think there have been substantial questions raised as to the conditions of employment, and the conditions of transportation under which they were moved. It is a practice and a pattern by which workers have been recruited in Texas long before the Employment Service had any substantial part in it.

FULL UTILIZATION OF LABOR

Dr. Lamb. Employers frequently complain that the contractor switches labor after a limited period of work, and that they can't get the full use out of it.

Mr. Corson. They complain of the same thing of the Employment Service in other areas. Whenever the Employment Service attempts to actually insure the full employment of workers and their maximum employment—as in New Jersey, for example, we assigned a group of 100 workers to a particular area—and we try to keep contact with them to find out when they will be through so that we can move them on to the next area and make use of those people and provide for their employment. The farmer who is loath to see them leave until he has everything completed, perhaps lets them wait around for a couple of days when he has no work for them on that particular farm, and he is loath to have the Employment Service come in there and take them to another locality.

Dr. LAMB. It is a question of splicing the ends.

Mr. CORSON. Yes.

YOUTH GROUPS

Dr. LAMB. One other question. With respect to the proposed utilization of high-school boys and so on, in your estimation how can this be worked out so that it will not be detrimental either to the employment of the regular farm labor, or to the wages received by this farm labor?

Mr. CORSON. Of course we would expect that this group would be employed at the prevailing wage standards, and we would endeavor to insure that that was the case. I think there is some assurance that that will be the case in the fact that there is such a scarcity of available labor. I am not sure that we can do much more than endeavor to maintain, in our contacts with the farmers, the wage standards and the living standards under which these people will be employed.

Dr. LAMB. Have you been able to make any arrangements, for example, with the State or local civilian defense agencies which in some places have been active in mobilizing these groups, that all referrals and placements shall take place through the Employment Service, so that conditions which are laid down, for example by the Children's Bureau, shall be met?

Mr. CORSON. That has been done, particularly in Connecticut. There we have a very effective working relationship with the State defense council organization. It is not only true in Connecticut although that perhaps is the outstanding example, but there are a number of States in which the State defense councils have collaborated with us and have very effectively helped us to obtain the registration of individuals who were willing to work on farms, and in that way to insure their placement on farms under satisfactory conditions.

Dr. LAMB. Do you think that a directive from the Manpower Commission, worked out in collaboration with Mr. Landis and the Office of Civilian Defense, would be of assistance in that regard, on a Nationwide basis?

Mr. CORSON. I think it might. We have been considering that and plan to discuss it further with the Office of Civilian Defense. I think it probably would be.

The CHAIRMAN. Thank you very much, Mr. Corson, we appreciate your coming here very much.

(The following letter and statement were ordered printed in the record:)

FEDERAL SECURITY AGENCY, SOCIAL SECURITY BOARD,
UNITED STATES EMPLOYMENT SERVICE,
Washington, June 26, 1942.

Hon. JOHN H. TOLAN,
House of Representatives,
Washington, D. C.

DEAR MR. TOLAN: This is with reference to your letter dated June 15, in which you request a supplemental statement to my remarks on reduced railroad rates for agricultural labor made before your committee.

A supplement to such remarks was included in my written testimony on Transportation of Workers in Agriculture and Industry submitted to Dr. Lamb's office June 18. Negotiations have been under way for several weeks with the Office of Defense Transportation for reduced rates for agricultural workers.

Informal discussions lead us to believe that the lowest rates we may expect will be 1.6 and 2.2 cents per mile for the southern and northern territories, respectively. We are now awaiting some disposition of the matter from G. Floyd Wilson, Director, Division of Rates, and we will be glad to inform you as to decisions reached.

We regret that we are unable to comply with your request for interagency correspondence on this matter since it has been handled entirely on a discussion basis.

Your interest in this phase of the farm-placement problem is appreciated.

Very sincerely yours,

(Signed) John J. Corson
John J. Corson, *Director.*

STATEMENT BY JOHN J. CORSON, DIRECTOR, UNITED STATES EMPLOYMENT SERVICE, FEDERAL SECURITY AGENCY, WASHINGTON, D. C.

Transportation of Workers in Agriculture and Industry

The problem of labor shortages in the United States (with the exception of the shortages of highly skilled industrial workers) arises not from a shortage of manpower as such, but from maldistribution of the available labor supply relative to the areas and sources of demand. There are in the United States today at least several millions of workers employable, unemployed, and seeking employment. There are, in addition, many more millions of workers who can and will be available when there are needs for them. At the same time there are a number of areas, both agricultural and industrial, in which the demand for labor, either year-round or seasonal, exceeds the supply immediately available to meet it.

In such areas transportation is frequently the key to the solution of the recruitment and placement problems. Where the shortages within an area are such that the most efficient mobilization of all available labor reserves will still leave a portion of the demand unmet, the problem can be solved only by the in-migration of workers from outside the area. This is equally true of agriculture and industrial areas. On the other hand, where sufficient reserves of labor can be mobilized within the community or within reasonable commuting distance, it is necessary to provide facilities to transport workers between their homes and the places of employment. This is particularly true where attempts are made to mobilize the labor resources of rural communities by the recruitment of workers who must then be transported from towns and villages or from neighboring farms to the places of employment; but it is also true where industrial workers live at some distance from the job site and must commute daily.

In the variety of transportation problems which arise, in connection both with agricultural and with industrial employment, two general types may be distinguished:

(1) The problem of transporting workers over relatively long distances between points served by common carriers. This is primarily a financial problem; that is, workers and employers are either unable or unwilliing to pay the transportation costs.

(2) The problem of intra-area transportation between points not served adequately, if at all, by common carriers. This is primarily a problem of facilities; that is, while the transportation per se is not very expensive, the absence of common carriers and the shortages of tires and gasoline impede the intra-area mobility. This is true both of commuting of industrial workers and of the circulation of agricultural workers from village to farm or from farm to farm within an agricultural area.

The problems of transportation for war workers, both agricultural and industrial, have been brought to the attention of the War Manpower Commission. The Manpower Commission and the United States Employment Service are now working with the Office of Defense Transportation and the Department of Agriculture on a number of proposed measures to meet these problems. It is expected that specific plans will be proposed shortly.

TRANSPORTATION FOR AGRICULTURAL WORKERS

In many areas agriculture is dependent on large supplies of seasonal labor for relatively short periods of time. These areas are for the most part those specializing in production of vegetables, fruits, cotton, and specialty crops such as hops, sugar beets, and tobacco, which require a great deal of hand labor for planting, cultivation, or harvesting. In many instances the areas in which such crops are grown are sparsely settled or, if adjacent to urban centers, have lost much of their labor through migration of farm workers to more attractive job opportunities in urban employment. In the past, because of the presence of large reserves of unemployed labor, farmers have been able to meet their seasonal demands for the most part without difficulty. More recently, however, the increasing drain of rural population to take employment in war industries, coupled with the induction of young men into military service, has made it necessary to mobilize and utilize more efficiently the labor that is or can be made available to perform seasonal agricultural work.

This can be done in two ways: First, it is frequently possible to meet the needs of agricultural employers for short seasonal periods by mobilizing efficiently the labor within the area itself. This means pooling and exchanging labor among farms, as well as enlisting school children, housewives, and sometimes workers regularly employed in nonagricultural employment, in order to use the entire labor resources of the area. Customarily these workers would be transported from their homes in the villages or on the farms to the farms where they are to work by privately owned automobiles or by trucks supplied by the farmers. The shortages of tires and gasoline, however, have greatly curtained the use of automobiles and farmers are more and more reluctant to use their tires to transport workers in trucks. Nevertheless the growing shortages of workers available for agricultural employment makes it imperative that some means be found for mobilizing workers within an area to meet these short seasonal peaks of employment.

In certain areas, however, even the most efficient use of local labor will not suffice to meet the peak needs. Many such areas have traditionally depended on an annual influx of migratory workers. Such workers sometimes migrate directly from their homes to an area in which it is known that work opportunities will exist; and sometimes migrate over long distances following the peak seasonal demands enroute. The pattern of migration on the eastern seaboard is typical of the problems of migratory farm labor. The migration of farm workers on the east coast begins in Florida. Large numbers of workers migrate to the southern tip of that State to harvest winter and early spring truck crops. It has been estimated that in normal years some 18,000 migrant workers are employed in the two southeasternmost counties of Florida, about one-fourth of them coming short distances from within the area and the other three-fourths from Georgia and other nearby States. As the season tapers off in these counties, some of these workers return to their homes, but large numbers move northward through other Florida counties and Georgia and later farther north through the Carolinas and Virginia to the Del-Mar-Va Peninsula, and finally to the truck and fruit farming areas of southern New Jersey. At various stages in this migration workers leave the migratory movement to return to their homes, but many of them complete the journey to New Jersey after which they return to their homes or to the south of Florida to start work on fall and early winter vegetables.

Such a migratory movement involves travel of thousands of workers over hundreds of miles. The farm areas along the route depend, to a very large extent, on having these migrant workers available in the needed numbers and at the right time. If the migratory movement fails, serious crop losses may result. Similar migratory movements occur in the Southwest, the Rocky Mountain regions, and the Pacific coast, in addition to smaller movements of workers over shorter distances in other parts of the country.

This year, it would appear that because of the expanding employment opportunities in nonagricultural war production and because of the induction of agricultural workers into military service, both the local supplies and the migrant supplies of agricultural labor will be greatly curtailed. This, coupled with the expansion of agricultural production in many of the crops dependent on seasonal labor, will require a more efficient and effective use of the available agricultural labor than in the past. It is necessary, therefore, to see that labor does not lose time wandering about in search of work and that workers are promptly transported from farm to farm within areas and from one area tot demand to another in order to avoid loss of precious working time. This in turn requires that the farm placement facilities of the United States Employment Service provide information on the areas and periods of seasonal demand and take the steps necessary to mobilize local labor and route migrant labor accordingly. In order that this may be done, adequate transportation facilities, both within areas and between areas, must be provided to replace the privately owned automobiles in which such workers formerly traveled.

A number of illustrations of specific transportation problems drawn from recent reports of the United States Employment Service, are included in appendix A.

In order to direct and, to some extent, to control the movement of farm workers over long distances (whether in one long trip or in small stages) the Government might arrange with the common carriers to reduce their rates for migrant workers when the need for such workers was certified by the Employment Service or some other public agency. Alternatively, the Government might subsidize in whole or in part travel that was considered necessary or might itself provide the means of transportation in Government-owned vehicles.

The transportation of farm workers among the farms within an area is also becoming a problem of increasing concern. Farmers are apparently using their trucks as little as possible for this purpose. It is reported that some workers who might ordinarily stay in the Farm Security Administration camps are now being induced to live on the farms in order to avoid the daily movement. Frequently this results in inefficient use of labor since farmers prefer to keep workers on the farms for the duration of the crop activity even though the workers may not be fully occupied throughout the period. This requires more workers within the area than would be necessary if each one were fully occupied. It has been suggested that this problem might be met by the pooling of trucks or of funds for bus or truck hire by the farmers within the area. The increasing difficulty of obtaining tires is an obstacle to either one. The use of school busses or other public vehicles has also been suggested, but here again the shortage of rubber makes public authorities reluctant to permit the use of their vehicles for other purposes than those for which they are primarily intended. The use of school busses to transport workers from farm to farm might later on make their use to transport school children impossible. In this case as in the case of long-distance transportation, the Government itself may be forced to supply facilities to serve areas beyond the routes of common carriers. In this case, however, it is not the cost of transportation so much as the shortage of transportation facilities that creates the problem.

TRANSPORTATION FOR INDUSTRIAL WORKERS

The problems of transporting workers to meet the labor demands of war industries, like the problems in agriculture, involve both long-distance and short-distance movement. The enormous demands in some urban centers of war production will require large-scale in-migration. The most mobile segments of the population in the areas of labor supply have already moved in response to employment opportunities in the cities. To an increasing extent it is necessary to recruit labor farther and farther from the source of demand. This means, of course, increased cost of transportation. In the early days of the war-production program trainees and other workers migrated to the cities from nearby towns and rural areas. Now it is becoming increasingly difficult to recruit trainees because they come from longer distances. It may, therefore, be necessary for the Government to provide some inducement, whether by loan or subsidy, or by the payment of transportation costs entirely, to encourage and direct the necessary migration.

In many cities also the war industries are manned or will be manned by workers already resident in or near the community. Where there is transportation by common carrier between the principal areas of residence and the war production plants, the problem is to arrange for the most efficient use of these facilities or if necessary to expand them. This will become increasingly important as the use of privately owned automobiles is curtailed by the shortage of rubber or gasoline. In addition to this general problem there are a number of special types of intra-area transportation difficulties that have emerged in the staffing of war production plants. Some of the more common situations are listed below:

1. Metropolitan areas in which traffic congestion is being aggravated to a serious extent by large increases in employment at war plants throughout the city as normal private transportation is curtailed. Chicago and Los Angeles typify this problem.

2. Localities where a major war project is located some distance from the large city which is its source of labor, necessitating mass public transportation from the

supply area to the factory. Baltimore, Kansas City, and Detroit illustrate this problem.

3. A variation of the above problem found in shipbuilding centers where bridges and ferries are required to transport workers to their jobs and where employment has expanded far more rapidly than transportation facilities. Seattle, Portland, and San Francisco are examples of this situation.

4. Areas whose labor supply is inadequate to meet the needs of war firms but which can draw on a relatively centralized labor supply within commuting distance, if suitable transportation between the two cities is provided. Central Long Island, N. Y., and Eudora, Kans., are appropriate illustrations.

5. Localities whose inadequate labor supply and whose geographic position compel new or expanding war industries to draw on a decentralized labor supply in the surrounding territory. In this type of area one frequently faces the alternative of providing satisfactory transportation over a wide area or of constructing additional housing and community facilities to care for excessive in-migration. Mobile, Ala.; Parsons, Kans.; Ravenna-Warren-Niles, Ohio; Alton, Ill.; and Willimantic, Conn., serve to exemplify this point.

6. Areas in which transportation difficulties due to various causes are being aggravated by such artificial barriers as excessive tolls and ferry fees, or by wasteful cross-commuting. The Hampton Roads area in Virginia is an outstanding example of all three of these factors.

The transportation for construction workers presents still another difficult problem. These workers customarily commute over fairly long distances to jobs in the general vicinity of the places in which they live and customarily migrate from project to project over a fairly wide area. In the past they have depended primarily on privately owned automobiles. In the future they will be dependent on common carriers, where the projects are accessible to common carriers, or on temporary transportation facilities especially provided for the duration of a given project. Construction jobs which are beyond commuting distance from centers of labor supply will entail temporary housing for workers at the site, as in the past; but some special means of transportation may need to be provided to move workers to the site and back.

WORLD WAR EXPERIENCE

During the first World War the Employment Service successfully undertook the mass transportation of unskilled construction, production, and agricultural workers from one area to another by using regular Government requests for railroad transportation.

Under the procedures developed at that time, the employers agreed to reimburse the Government for transportation expenses after the workers reported for employment; in the case of temporary jobs payment of return transportation was also guaranteed by the employer. Managers of local employment offices transmitted to State central offices the names, occupations, starting points, and destination of the workers involved. Conductors on the trains on which these workers were transported likewise reported to the State railroad representative the number, starting point, and destination of the workers in question. On the basis of reports from local managers, mass Government transportation requests were filled out in the central State office and sent to the State representative for the railroads. State railroad representatives checked the transportation requests against conductor reports and the rail fares of workers who did not arrive at their destination were deducted therefrom. After the railroad company bills were received the employers to whom the workers were transported were billed and the railroad's claim was settled after the employer had sent in the required amount.

During the period 1918 to 1920 the United States Employment Service advanced the transportation costs of 29,935 workers going to and returning from war industries and employers reimbursed the Service to the extent of $417,404 at an average per capita cost of $13.94.

Two problems arising under this plan were—

1. Inability to control movement of all workers. A small percentage of workers got off the train before arrival at destination.

2. A tendency for employers to pass on to workers the cost of transportation by subsequent deduction from pay. It was difficult to develop adequate safeguards against this practice.

STATEMENTS ON TRANSPORTATION PROBLEMS APPEARING IN REPORTS FROM LOCAL EMPLOYMENT OFFICES

NEW YORK

Syracuse area.—"One other problem that might arise in using any but very local sources of supply is obtaining transportation to some of the outlying areas."

Nassau and Suffolk Counties.—"Although many persons have signed up for farm work, the problem of transporting these persons and housing them in farm areas has still to be solved."

One of the major problems in getting workers recruited in metropolitan New York to up-State farms during the summer and fall peak seasons concerns provision of organized transportation for the recruits.

VERMONT

Many of the granite workers in Washington County who registered for part-time farm work will not be available, because of gas rationing * * * "doubtful if many will care to use their cars going to and from the various farms and there is no other means of transportation available."

INDIANA

Transportation difficulties were expected in the New Albany, Ind., area, where strawberry patches are widely separated, necessitating transporting pickers to and from work, and from one strawberry patch to another.

ILLINOIS

In various towns there is a plentiful supply of labor, but no means of transporting them to farms where they could be employed. The big problem which is going to be the deciding factor in whether or not the crops will be planted and harvested this year is the transportation problem.

The employment service in Illinois reported that the Civilian Conservation Corps enrollees at Camp Grant, in Winnebago, Ill., could be considered a potential source of supply for canning factories only if transportation were provided.

PENNSYLVANIA

"The Lancaster office reports that difficulty is still being encountered in securing farm labor and has indicated that lack of transportation facilities, age, and physical restrictions imposed are responsible for some of the difficulty in obtaining farm workers."

SOUTH DAKOTA

The Employment Service office in Pierre has found some difficulty in getting applicants to employers because of lack of transportation.

MONTANA

In their report of February 15 to March 15, the United States Employment Service office in this State reported that automobile tire shortages would diminish the number of migratory farm workers who previously traveled about in their own cars. Sugar companies, in their recruiting campaigns are now beginning to offer to pay for transportation costs, either gasoline or carfare, as an inducement for beet workers to come to this State. The Great Western Sugar Co. has been cited as an example of this practice.

In other instances, sugar companies are faced with the necessity of arranging transportation for sugar beet workers. The Holly Sugar Co. at Sidney, plans to send busses to Texas and other points to transport recruited workers from that area.

Despite the transportation situation at this point, the United States Employment Office reports that there are still some migratory workers traveling about in their own cars. It is likely that this traffic will seriously decrease as the tire and gasoline shortage becomes more actue.

UTAH

Transportation around Ogden is causing much concern to the employment office. These rates are high and services are not extensive enough.

The Utah Council of Defense has voted to commandeer, when necessary, all school busses in Utah for the transportation of the emergency agricultural workers to farming areas. The busses can only be used on petition of representative groups of farmers to their county council of defense. Groups applying must furnish bonds and insurance and must be prepared to replace any worn tires, tubes, etc. In other words, busses must be returned in the same condition as they were received.

Concern has been expressed by sheep shearers in Northern Utah because priorities are likely to affect their mode of transportation to and from shearing pens.

KANSAS

Farm workers with families are in some reported cases unwilling to accept offered jobs because of a lack of proper housing for workers with families. They refuse to commute however because they are reluctant to use their own tires.

COLORADO

As was reported for Kansas, the inadequacy of housing facilities has prevented the hiring of farm workers with families. Heretofore, many farm workers have lived in towns and driven back and forth to work. Now many of these workers do not have cars for this purpose.

The Holly Sugar Co., in its effort to recruit workers for the Western Slope area of Colorado, is offering to pay transportation costs of beet-sugar workers. Higher fare rates and a lack of tires is causing less migration to this area.

NEW MEXICO

"Due to the fact that tire rationing is so comprehensive, some difficulty is being experienced in recruiting farm labor in the more remote areas." (In the northern half of the State.)

TEXAS

The beet growers in Midwestern States are offering beet workers in Mexico traveling fare in advance of their arrival.

Some farmers in area IV have made the statement that they will not have local workers from the communities as they have in the past and have insisted that these seasonal workers move to the farms. They give as their reason the curtailment of tires and the possible rationing of gasoline. The average seasonal workers do not want to move to farms at any price but prefer to remain in the small communities and go back and forth to cotton chopping, haying, and picking.

A report of the labor supply officer for the period ending March 31, included the statements, "In addition to the labor shortage, transportation and housing will be factors of greater importance this year because of tire rationing and its effect on migration habits and practices of farm workers."

In the Longview area, there is little evidence of transportation being offered farm workers by Texas growers despite the offers of free transportation from northern beet growers.

The Brownsville and San Antonio areas which furnish most of the migratory labor used in various parts of Texas for peak agricultural seasons report tire shortages will hinder the migratory movements of farm workers to a serious extent this year.

The minutes of the fifteenth meeting of the Tenth Regional Labor Supply Committee on March 30, 1942, included that policies must be set up to meet problems of transportation, housing, and living accommodations which have become factors this year because of the rationing and subsequent restrictions on habits and practices of migratory farm crews.

In the San Antonio area, recruiting agents for northern beet growers are supplying transportation by car or truck to beet growers.

In the McAllen-Brownsville area the shortage of tires for trucks will have an important bearing on the labor supply since, in this area, the major portion of the labor supply is taken to the fields in trucks by crew leaders who own the trucks. The trucks then are used to haul the growers' products to the packing sheds of the canneries. Very few trucks are owned by the grower. It is estimated that 35 percent of the trucks now in operation will be out of tires by May and the remaining 65 percent have rubber sufficiently good to last from 5 to 6 months (report made in January). Many rationing boards are granting priorities to these crew leaders. However, dealers' stocks in truck tires are insufficient to take care of the present demand and those who have tires good enough to be retreaded are not able to have this done, due to curtailment on retread stock. If this condition continues to exist, it will have its effect on the out-migration of agricultural workers, a practice followed about the middle of August by a large percentage of these workers after the cotton season ends.

In the Abilene district, some wool-warehouse operators, wool merchants, and sheep and goat raiser organizations have expressed considerable apprehension lest there be a shortage of shearing crew workers due to Selective Service, war industry, employment inducement, and tire and tube restrictions.

The Employment Service office in Texas reports that exceptions may be made in the tire and tube restrictions for workers using trucks in essential agricultural services, such as lamb shearing.

At Lindale, it is felt that farm labor shortages will be reduced if transportation is offered to the workers by the growers.

The Employment Service office reports that the present inability to secure the replacements for automobiles will reduce the number of workers capable of moving to jobs and will deter farmers in transporting city workers to and from the job.

CALIFORNIA

The curtailment of travel by private automobile is already straining public carrier facilities and the availability of transportation will be a major factor in retaining or recruiting workers.

The in-migration of agricultural workers is considerably below that of normal years and the normal movement of workers from crop to crop within the State will be curtailed by the present tire shortage and possible gasoline rationing. Inadequate transportation facilities will undoubtedly further handicap the efficient utilization of available workers, particularly in the San Joaquin and Sacramento Valleys, where distances are great and the jobs far from the labor centers.

For the month of January, the California Employment Service survey reports a border count of 6,734 persons entering California by motor vehicle as compared with 6,651 the year before. These were in parties seeking manual work.

The Los Angeles County area reports a decreasing flow of in-migration. This is believed to be caused largely by the actual or anticipated tire shortage which is increasingly immobilizing pool of labor which normally moves freely from State to State and area to area. Out-migration has decreased proportionately partly because of the tire shortage—partly because of work opportunities in the area.

The tire shortage is affecting the availability of workers. The employment office in the San Joaquin Valley is calling the attention of growers to the probable necessity of furnishing transportation in order to secure cotton choppers.

In San Diego County, all transportation of students used in the fields will be carried on by school busses.

Dr. Omar Mills, labor relations specialist of the Farm Security Administration on returning from a tour of the San Joaquin Valley, said that lack of tires had immobilized automobiles of many workers living at model Farm Security Administration camps. In March, only 29 percent of the available man-days of labor represented by 3,000 workers in camps was utilized.

The State chamber of commerce is trying to obtain special bus and railroad rates for farm workers. State Senator Robert Kenny, chairman of the investigating committee, is advocating a special session of the legislature to clear up the legality of the proposed use of school busses to haul these workers.

FLORIDA

In the Tampa area the general picture is one of steadier employment, more days a week because of a better coordination of activities. Truckers are not handling as much citrus as in the past because of tire shortages. A surplus of 215 citrus workers exists in Volusia County, 800 in Orange County, and 200 in Polk County.

Migratory labor has been behind schedule all season, being about 30 percent below normal at present. There is a constant movement around within an area. Recently migrants have been going back toward Georgia, sooner than expected, before their tires wear out.

The proposed rationing of gasoline, tire shortages, and higher wages paid by construction projects continued to be the prime factor adversely influencing the supply of agricultural labor.

Workers are still leaving the area to get to the North prior to gas rationing. This out-migration continues in spite of the fact that 1,000 workers are needed for planting and cultivating sugarcane in the Lake Okechobee region and 400 workers for harvesting tomatoes and celery in the Palm Beach County area.

The rationing of gasoline causing rapid and heavy out-migration to points in the Northeastern States; the lack of transportation facilities; the reluctance of workers to voluntarily leave their quarters to relieve shortage areas; the attraction of farm labor to construction jobs for higher wages characterized the agricultural labor market for the week ending May 13.

The West Palm Beach-Glades area reports out-migration of approximately 500 farm hands to the Northeastern States, despite assurances by rationing boards that gasoline would be available. Fifty passenger carloads were counted in Fort Pierce going north. Attempts to secure canning workers from Winter Haven were not successful. Fifty workers remained on a few days because of gasoline rationing.

The citrus harvest is approaching closing date and vegetables are tapering off. Gasoline rationing slowed out-migration to the North Atlantic States and lack of transportation facilities caused a slight loss of the cucumber and bean harvest in the Tampa area.

Surplus agricultural labor was available in the counties near Tampa but could not be brought to the Ruskin area due to lack of transportation and, in addition, there is no available housing in this area.

It is expected that busses will be scheduled to Sebring while construction is under way there. These same busses, it is planned, will operate during next season's canning activities to transport labor from farms and small communities within a radius of 15 to 20 miles of the canning plant in Winter Haven.

There appears to be a pool of 355 employable agricultural workers in the migratory labor camps at Pompano. The problem of transportation from this point appears to be a hold-up in putting these persons to work.

There appears to be developing in the Gainesville area a scarcity of farm labor due to poor transportation facilities, and lack of housing as well as a low-wage scale for farm labor.

MARYLAND

To meet farm labor needs in the Eastern Shore area, all available help, both local and migratory, will be used. The farmers have agreed to cooperate so that workers will be moved from one farm to another as soon as possible. Migratory labor which is essential to a successful agricultural season in this area may be greatly handicapped by transportation which now will be affected by the rationing of tires and gasoline.

SOUTH CAROLINA

It is felt that the demands for labor to harvest the peach crops in the Spartanburg local areas will far exceed the supply on acccount of the diversion of the usual labor supply on defense projects, various cotton mills, and the Army. There are practically no housing facilities to take care of transient workers, and the shortage of gasoline and tires will prevent workers in nearby communities from traveling to the orchards.

TENNESSEE

Strawberry harvesting has been in progress in Hamilton, Rhea, Meigs, and Bradley Counties, but the drought cut down the yield considerably. There were some local shortages of pickers, due not to the shortage of available workers but rather to inability to transport workers to their jobs.

The committee will recess until 10 o'clock tomorrow morning.

(Whereupon, at 12 noon, the committee recessed until Friday morning, June 19, 1942, at 10 o'clock.)

NATIONAL DEFENSE MIGRATION

FRIDAY, JUNE 19, 1942

MORNING SESSION

SELECT COMMITTEE INVESTIGATING
NATIONAL DEFENSE MIGRATION,
HOUSE OF REPRESENTATIVES,
Washington, D. C.

The committee met at 10:15 a. m., in room 313, old House Office Building, Hon. John H. Tolan, chairman, presiding.

Present: Representatives John H. Tolan of California, chairman, and Laurence F. Arnold of Illinois.

Also present: Dr. Robert K. Lamb, staff director of the committee; and Congressmen Pierce and Voorhis.

The CHAIRMAN. The committee will please come to order.

Mr. Lund, you will be the first witness.

TESTIMONY OF WENDELL LUND, DIRECTOR OF LABOR PRODUCTION DIVISION OF THE WAR PRODUCTION BOARD, WASHINGTON, D. C.

The CHAIRMAN. Mr. Lund, we are pleased to have you here this morning. This transportation problem is a very vital one in our war effort. I remember your testimony in Detroit, and I think you also testified here in Washington, did you not?

Mr. LUND. Yes; I did.

The CHAIRMAN. We have a few questions to ask you, Mr. Lund, but before we get to those questions, I would like to have you indicate just what the functions and responsibilities of your Division are with respect to the work of the War Production Board.

Mr. LUND. Very briefly stated, Mr. Chairman, we speak of our job as one of advancing the participation of labor in the war-production effort; that is, we feel that in this Division, our job is to serve the people of the United States in their war effort through the labor movement.

We believe that labor deserves and must have a greater opportunity to contribute its ideas; that is, you might call it its mind power as well as its brawn and skill, to the war and the war effort. We have learned through our war-production drive that workers throughout the country have a great many excellent ideas as to how an operation can be made more efficient on the production line and other places in the plant.

For example, an instance came to my attention just yesterday of a worker up in Milwaukee who had made a suggestion in riveting, which was his specialized job, so that they could use two hammers at the same time instead of only one, which cut the time in half on that particular process. There are multitudinous suggestions of that kind that labor ought to have an opportunity to make.

LABOR-MANAGEMENT COMMITTEES

Now, in our war-production drive, we have set up these labor-management committees on a plant level. There are some 900 of these committees which have been created so far, and we are anticipating the creation of perhaps another thousand or fifteen hundred of them.

On these committees are represented the workers and management; they meet together to discuss production problems, problems that affect the techniques of production and also worker morale. It is through these committees, I believe, that we are afforded an opportunity to do something about transportation; that is, if we can work through these 900 committees and another 1,000 or 1,500 of them or whatever number we are able to establish over the country——

The CHAIRMAN. What is the size of the individual committees?

Mr. LUND. They vary. We leave that largely to the local unions and management to decide, but they range in size from 6 to 14 or 16 members in some cases, depending on the size of the plant.

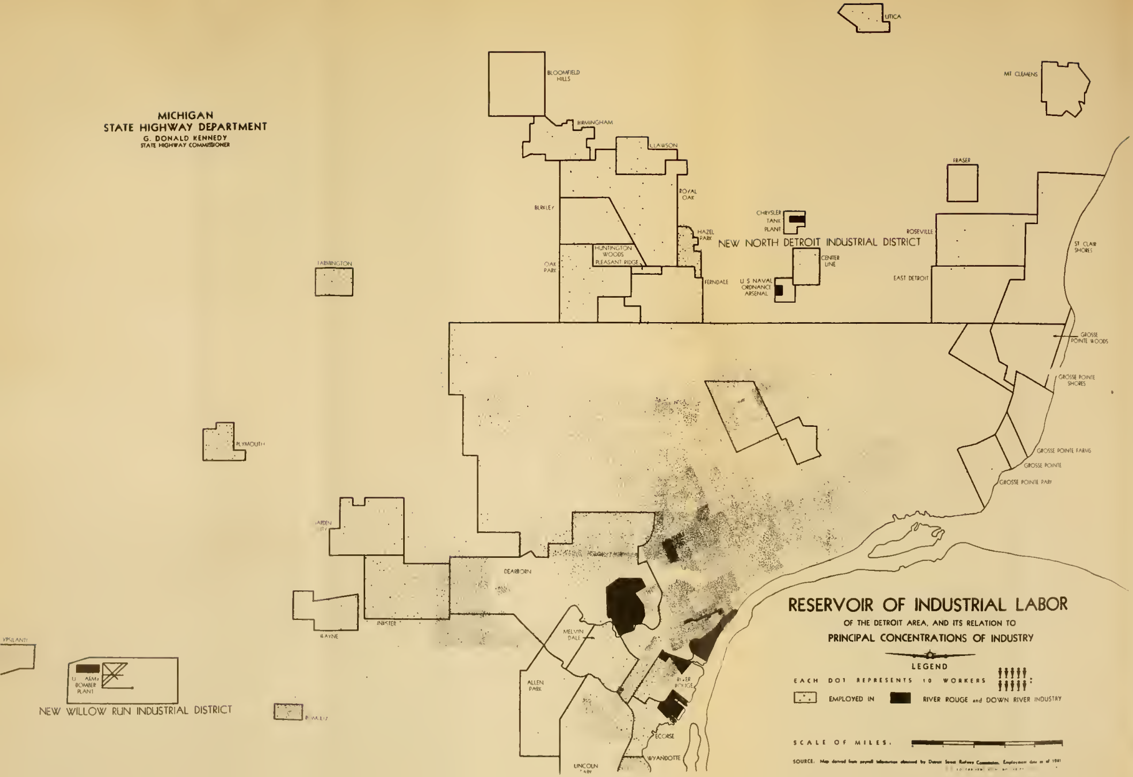
So the main part of our job is in connection with what we call, in the War Production Board, the war-production drive. We have other functions, but I think they would be less interesting and less pertinent here this morning. For example, we have a shipbuilding stabilization agreement which we administer, affecting 750,000 shipyard workers, which has to do with wages and working conditions. We just announced yesterday a wage stabilization campaign in aircraft which will be held first of all on the west coast, to stabilize wages out there, if we can, in the aircraft plants, so as to prevent this movement of workers from aircraft to shipbuilding or to something else where wages are higher, sometimes simply because they are not equalized within the existing range. I think that part of our operation would be very interesting to your committee because it has a connection with the migration of workers, that is, in reducing the migration and movement of men from job to job and the retraining required and the loss of work. So I feel this wage-stabilization function is also probably important to your committee.

The CHAIRMAN. Recent studies of the traveling habits of workers in some California war plants which were made by the California Railroad Commission, showed that 60 to 80 percent of the workers travel by automobile. From your experience in Michigan do you know how the travel habits of war workers there compare with these findings?

TRAVELING HABITS OF WORKERS

Mr. LUND. We have the same situation up there. I think the State highway department made a survey and found that 1 out of 5 workers in Detroit lives more than 10 miles from the factory where he is employed, and that an estimated 75 percent of the factory workers in Michigan ride to their work in cars. They live too far from their work to walk or to go by any other means of transportation. The State Highway Department of Michigan, which has been vitally in-

MICHIGAN
STATE HIGHWAY DEPARTMENT
G. DONALD KENNEDY
STATE HIGHWAY COMMISSIONER


UTICA
BLOOMFIELD HILLS
MT CLEMENS
BIRMINGHAM
CLAWSON
FRASER
ROYAL OAK
BERKLEY
CHRYSLER TANK PLANT
HAZEL PARK
ROSEVILLE
NEW NORTH DETROIT INDUSTRIAL DISTRICT
ST CLAIR SHORES
HUNTINGTON WOODS
PLEASANT RIDGE
OAK PARK
CENTER LINE
FARMINGTON
FERNDALE
U S NAVAL ORDNANCE ARSENAL
EAST DETROIT
GROSSE POINTE WOODS
GROSSE POINTE SHORES
PLYMOUTH
GROSSE POINTE FARMS
GROSSE POINTE
GROSSE POINTE PARK
GARDEN CITY
DEARBORN
INKSTER
WAYNE
MELVINDALE
YPSILANTI
U S ARMY BOMBER PLANT
NEW WILLOW RUN INDUSTRIAL DISTRICT
ALLEN PARK
RIVER ROUGE
ROMULUS
ECORSE
WYANDOTTE
LINCOLN PARK

RESERVOIR OF INDUSTRIAL LABOR

OF THE DETROIT AREA, AND ITS RELATION TO

PRINCIPAL CONCENTRATIONS OF INDUSTRY

LEGEND

EACH DOT REPRESENTS 10 WORKERS

▨ EMPLOYED IN ■ RIVER ROUGE and DOWN RIVER INDUSTRY

SCALE OF MILES.

SOURCE: Map derived from payroll information obtained by Detroit Street Railway Commission. Employment data as of 1941 terested in this war transportation problem, made this survey in 750 plants scattered throughout the State. It was a very fair sample of our war plants in Michigan. About half of the war workers employed in the State of Michigan were employed in these 750 plants. In 233 plants, 90 percent came to work in their own cars; in 51 plants there was no public transportation available; they all came to work in their own cars. In the suburban Detroit area, where we have some very important work, on the periphery of Detroit, 89 percent of the workers are dependent on automobiles for transportation.

I have brought with me a map which I think may be very interesting to the committee, showing 3 main concentration areas of war production in Detroit, and the dots show where the workers live, 10 workers to a dot. Will you please hand it to Congressman Tolan?

[Map handed to the chairman. See opposite page.]

This map shows clearly the workers live some distance from their jobs. I want you to see this map because it suggests one recommendation I am going to make to your committee which I think might aid in solving this problem.

You have mentioned the California situation, Mr. Chairman, and in the Los Angeles area we have reports showing 70 percent of our workers in the Los Angeles area ride in automobiles to work. In one key aircraft plant out there, the survey showed that 92 percent of the 50,000 workers employed there, rode to work in automobiles; they did not use public transportation.

Over in the Glenn Martin plant in Baltimore, the president reported that 40,000 of the 42,500 workers there went to and from work in automobiles.

So you can see that in some of our main war production areas the workers live a considerable distance from their jobs and have to rely almost completely on private transportation.

The CHAIRMAN. We can readily see what a problem that will be when the rubber wears out.

Mr. LUND. That is right. I think we can say our whole factory program, as far as manpower is concerned, rides on the tires of our workers today.

The CHAIRMAN. Do you think the rail facilities will be able to take up that load?

Mr. LUND. I am positive it cannot be done in the Detroit area, but I speak with far less knowledge of other areas. However, my offhand guess would be that the rail facilities could not possibly absorb that load.

The CHAIRMAN. Of course, you have the freezing order of the War Production Board on rails.

Mr. LUND. That is right.

The CHAIRMAN. I am amazed at the high percentage of workers going to their work in their own cars.

Mr. LUND. The figures are astonishing.

The CHAIRMAN. Yes. Throughout the country would you care to hazard a rate of percentage—would it go as high as 75 percent, do you think, in war industries?

Mr. LUND. Yes; in war industries; possibly one should say in centers of population of more than 50,000, I would say 70 percent would be a safe percentage.

What would you think about that, Mr. Veenstra; would you think that would be a safe percentage in communities of over 50,000 in war plants?

Mr. Veenstra. That might be a little high. The Gallup poll found about 50 percent.

Mr. Lund. My thought is, in the larger communities you would be more likely to find them using cars. The maps show the back travel. People who work for Ford at Dearborn, many of them come from near the Chrysler plant or the Connors Creek-Mack area. Later on I would like to make a suggestion which I think may help to solve this problem, and it is indicated by what the map shows.

The Chairman. While you have it in mind, I think you had better do it now.

ELIMINATION OF CROSS TRAVEL OF WORKERS

Mr. Lund. It seems to me an effort should be made in hiring these workers, to hire men who live close to their jobs, and if the situation becomes critical enough, the management and the union—I am thinking in terms of Detroit—management and labor working through the management labor committee, which is a very democratic vehicle, could adjust this thing so that plants might swap workers in order that fellows who are doing the same work essentially for Chrylser and who live down in the Dearborn area, would be moved over to do that work for Ford and vice versa. All of this cross travel, it seems to me, represents a terrific waste of rubber.

The Chairman. In other words, workers who are doing similar work close to the Ford plant should not be running all the way down to the Chrysler plant.

Mr. Lund. If they live near the Ford plant and can work there, it seems to me they ought to work there.

Mr. Arnold. Workers might even have to swap houses.

Mr. Lund. That is being done now in California, Mr. Congressman. However, I should prefer this other thing, swapping jobs, to swapping houses. You can freeze seniority on an equitable basis. If it is an advantageous trading proposition, it does not seem to me Chrysler and Ford would refuse to guarantee seniority.

The Chairman. A recent survey made by the Railroad Commission of California indicates that 40 percent of the rubber will be gone in 6 months, 75 percent in a year, and 85 percent in 18 months. It is quite an exhaustive survey, and in fact the only one I know of. That indicates an alarming situation.

Mr. Arnold. You mean the rubber on cars?

The Chairman. Yes; the cars they are using now.

What are the responsibilities of the Labor Production Division in the matter of insuring adequate transportation facilities for war workers, Mr. Lund?

Mr. Lund. Well, Congressman, I would say our responsibility grows out of our realization that this war is conducted with materials and machines and men, and men must be got to their jobs, and that production is dependent on the daily transportation of workers. Our job, then, is to represent that point of view as strongly as we can. Workers feel it, and it is our job to tell committees like this how they feel about this thing; also, where there is not as much appreciation of the seriousness of the problem as there might be, to get that idea and full appreciation of it over to certain groups of workers.

SHARE-THE-RIDE PROGRAMS

So far as an action program is concerned with workers, we will continue to use our labor-management committees in working out share-the-ride programs. I think those programs have great possibilities when it comes to rationing of the tires we have left. I think the workers would be a lot more exacting on themselves than the Government could be. I am thinking of the allocation of the tires we have when the workers' tires wear out. I would like to see this thing set up so that the labor-management committees would have a good deal to say about which workers will get the tires. They could set up a list of requirements, including one that they could not get tires unless they filled their cars; that the worker took men to work with him.

The Chairman. Do you know whether or not the labor committees have approached the rubber problem at all?

Mr. Lund. Yes; in a good many plants, by working out share-the-ride programs.

The Chairman. Did you say there were about 900 of these committees in the United States?

Mr. Lund. That is right.

The Chairman. Is there any clearing house between them, a central head?

Mr. Lund. Yes. Here in Washington we have the war production drive headquarters. Then we make it a point in our division to get these ideas and plans for share-the-ride programs which are working out in one plant successfully, to other plants and other unions, because our approach to interpreting the needs of the war program—in doing that we use not only the labor-management committees but the union groups through the country.

The Chairman. Are there any figures available as to the number of war workers in the United States in all the war plants—shipbuilding and everything connected with the war program?

Mr. Lund. Yes; I think there are. Let me see, what is that figure? It is 9,000,000 at the present time and it is expected to be 20,000,000 at the end of next year. Those are the figures just given to me; I thought it was a little higher than 9,000,000.

The Chairman. Nine million now?

Mr. Lund. Yes; and 20,000,000 by the end of next year.

The Chairman. That is, at the end of 1943?

Mr. Lund. That is correct.

Mr. Arnold. Mr. Lund, to what extent are workers doubling up in cars?

Mr. Lund. They are doing a lot of it out in Detroit and in that area, but not nearly enough of it. You know about the Pontiac Plan, do you?

Mr. Arnold. No.

Mr. Lund. That plan was worked out in Pontiac and was initiated by the highway department. It had two essential features: First, the staggering of the traffic load by staggering the hours of workers in the business district and also in the plants, and, second, the share-the-ride feature. They found they could step up very considerably this share-the-ride thing. In fact, I have a figure on it here. Before they instituted the Pontiac plan in Michigan there were 1.3 riders per car, which is pretty low, and after they instituted it there were 2 riders per car. So, something has been accomplished, but I am convinced a lot more could be done. I should think it ought to be up around 3 or 3.5 as an average.

HIGH LABOR TURN-OVER RESULTING FROM TRANSPORTATION DIFFICULTIES

Mr. ARNOLD. Do you have any specific evidence that the lack of motor facilities occasioned by tire and gasoline shortages is interfering with war-production schedules? You mentioned Baltimore, and a Member of the congressional delegation from Maryland recently complained, I believe, that the inability of workers to maintain regular transportation facilities was having a directly adverse effect upon war production schedules. It was suggested, for example, that gas rationing cards were virtually useless in some areas because the dealers had insufficient stocks. Have you any specific evidence that it is interfering with war production?

Mr. LUND. Yes; in this manner, Congressman: It has caused a very high turnover in manpower, the labor supply of certain plants, which would certainly interfere with production schedules. Two cases come to mind, one out in Ravenna, Ohio, where a disproportionately high percentage of men left after a period of 3 months, and when a study was made it was found they had left because of transportation difficulties. Some had used the tires on their cars and others wanted to keep what they had because they felt they would have to use the cars for a long time to come.

In Vallejo, Calif., there was a turnover of 3,000 men in a plant out there in a relatively short period of time. A study was made of that and it was found the turn-over was produced by transportation difficulties, part of which was the rubber shortage. So that has certainly affected war production.

The CHAIRMAN. The reason for that, Mr. Lund, is that Vallejo itself is not a very large city and some of the workers have a long distance to come from Oakland and other places. I guess that is why they are hit so hard.

Mr. LUND. That is in the East Bay area up near San Francisco?

The CHAIRMAN. Yes.

Mr. ARNOLD. Of course, these men have to work, and they get jobs where the transportation facilities are different, or where the transportation distance is shorter.

Mr. LUND. Obviously, it hits war production because you have to train a new group when they leave, and that retraining holds up production. Furthermore, if a plant is sufficiently isolated, I think it will be increasingly difficulty to get any men at all when the rubber shortage becomes more acute, unless we build houses there, and you know that requires the use of critical materials that are not easily available.

Mr. ARNOLD. As to the rubber or gasoline shortage, do you know whether that caused any change in it?

Mr. LUND. No; I do not.

Mr. ARNOLD. I guess this report emanates from the statement by Glenn Martin.

Mr. LUND. Yes.

Mr. ARNOLD. I was wondering what the situation is at the Willow Run plant with reference to transportation. Is there any method being adopted besides private automobiles?

Mr. LUND. Some new bus routes have been established, I understand. That is going to be a very critical situation. Part of the solution—let me say, transportation will be only part of the solution. There will have to be some housing there too, although such housing as there is will have to be for workers who come from some distance, not only 30 or 40 miles, but hundreds of miles. There is not critical material enough to build houses for people who live in Detroit because they are going to work at Willow Run; they will have to get there by using busses and their own cars, and that will be a very serious problem as time goes on.

Mr. ARNOLD. One of the most serious in the country.

Mr. LUND. Without a doubt.

SWAPPING WORKERS PREFERRED TO HOUSE RATIONING

Mr. ARNOLD. Do you think it may become necessary to ration housing so that war workers can live within working distance of war plants, and will this involve the displacement of persons not engaged in essential war work?

Mr. LUND. I should be opposed to that except as a last resort. I think one of the dearest things to the heart of most people is the home they live in. I would much rather ration other things; I would much rather take private passenger automobiles that are not needed, or do anything else, than ration houses, although I can see a very considerable possibility of swapping houses on a voluntary basis, but rationing involves something else. If you tell folks to move out to make the house available for someone else—I should be opposed to that except as a last resort, although I would be in favor of encouraging the voluntary swapping of houses. There again it seems to me this thing of swapping workers has far greater possibilities, although I recognize that there, too, there are certain obstacles in the way.

The CHAIRMAN. Has anything been done on that situation?

Mr. LUND. Nothing that I know about. Mr. Veenstra tells me some of the aircraft plants in Los Angeles are trying it, but I do not know about that. There would have to be a lot of participation on the part of labor and management in that sort of program and it seems to me that is the key to success in our war effort when it comes to the main aspects and also these collateral things that are also important, giving labor a voice and having them participate in the planning of any of this swapping of workers. I think you will find they would go along with it far better than if some Government agency, let us say, were to take the thing and do it. I happen to be a member of the War Manpower Commission and I can say, although the Commission may favor such a policy and the Employment Service might aid in working it out between labor and management, that the voice of labor and management ought to be controlling in that picture.

Mr. ARNOLD. To what extent does the problem of transportation facilities enter into the determination of new war-plant sites?

Mr. LUND. I understand, very considerably. We have a War Plant Sites Board and they formerly considered the labor supply within the driving area of the plant, and now, because of the increasing shortage of rubber, they are considering the labor supply within the railroad-commuting area of the plant. On that Board there is a representative of the Office of Defense Transportation. It is being taken into account in planning the location of plants, but greater emphasis is being placed on railroad transportation and its availability.

Mr. ARNOLD. Does this problem of transportation facilities also enter into the question of where civilian production is to be centered?

Mr. LUND. I do not believe so; at least, not to any great extent as yet. The major factor in deciding where civilian production is to be centered is the nonconvertibility of certain plants and the availability of labor supply. I suppose from that point of view transportation would be considered, but I think less emphasis is being given to that in the location of war plants.

Mr. ARNOLD. Does your Division have any further recommendations as to what should be done for the alleviation of transportation facilities?

THREE RECOMMENDATIONS

Mr. LUND. First of all, we must consider our existing transportation equipment, particularly the existing supply of rubber.

In the second place, we must allocate the existing supply of equipment and rubber to uses essential to the prosecution of the war.

Third, we must plan every phase of the war program involving passenger transportation in such a way as not to add needlessly to the transportation problem.

To promote conservation it seems to me there is urgently needed a plan of rationing mileage of private automobiles which would limit their use to essential driving. In defining essential driving, due allowance should be made for a limited amount of convenience and recreational driving. I would make an allowance for that because it is desirable for the maintenance of the health, morale, and efficiency of the worker, which is part of the war-production effort.

I realize it is difficult to devise a fair system. I do not have the fear of public reaction which seems to possess some persons, provided the right sort of educational program were set up to put this thing over. I believe once the American people understand the necessities of the situation and are fully informed as to how the system will operate, their cooperation will be forthcoming, particularly if they are made part of the operating machinery, that is, on the plant level. I would suggest these labor-management committees be brought into the picture. Then I would suggest that these committees be assigned the function of organizing car clubs and swap-car arrangements, and that when automotive equipment, be it cars, new tires, retreads, gasoline, or parts, is to be rationed to a worker, the committee, or a designated representative, certify the need for the particular rationed article.

I suggest further that our existing rationing boards should be made representative of the major groups in the community. I am thinking there particularly of labor.

Then I think we must reexamine our common carrier use of transportation equipment to eliminate wasteful duplication and such transportation as may be regarded as nonessential in this war emergency. I think a whole lot more can be done along that line. The essential transportation job which must be done is so big that every piece of equipment must be operated to capacity on necessary runs. It also requires that the operating personnel be used efficiently. Then there must be staggering of working, shopping, and school hours, which is one of the features of the so-called Pontiac plan. In fact, it seems to me we should have that staggering in every community; I think we could have it in every community to great advantage.

Transportation coordinators must be appointed to stimulate, review, and implement local transportation plans; it must be done on a national basis.

I think that is about all I have to say, Mr. Chairman.

The CHAIRMAN. There are thousands of school busses in this country that for 2 or 3 months during the summer are laid up and the rubber is depreciating; do you think there is any possibility of using those school busses?

Mr. LUND. I should certainly think so. Yes; I should think not only during the summertime but also during the winter, Congressman, they might be able to stagger the hours. The men go to work for the day shift earlier than the youngsters go to school. However, I presume the largest portion of the school busses are used in rural areas where you are not so likely to find war plants, but wherever there are busses in a community where there are war plants, it seems to me they should be used.

TRAFFIC COORDINATION

Dr. LAMB. Mr. Lund, it would seem to me the first step would be the question of traffic coordination. If the situation is as serious as you indicate—and I am sure it is at least as serious as that—it might be a good idea to start off with such traffic coordinators and give them a good deal more complete powers than are suggested in what you have said. The situation would appear to have gotten beyond the voluntary stage already, and consequently, if they are given these more complete powers, the work of your labor-management committees becomes that much more necessary as a means of conducting the office of the traffic coordinator democratically, particularly since the biggest single stake we have in transportation is in war production. In other words, if a traffic coordinator is appointed he ought to start with the problem of providing transportation to the war plants. Do you agree with that?

Mr. LUND. I would agree with that thoroughly.

Dr. LAMB. It seems to me if the plan which included mapping the transportation of workers in plants and the possibilities of alternative means of transportation for them failed, then possibly, as a last resort the actual switching of workers from plant to plant or from house to house might be invoked. In that case you would first need a much more complete survey. It might take the form of a semicompulsory agreement, possibly by the signing of a pledge by each worker that he will submit to whatever form of transportation is worked out between him and your labor-management committees, with other units of transportation taking second place behind the arrangement for this particular problem. Would that seem to you to correspond to reality here?

Mr. LUND. Yes; I think it is a proper, practical approach to it. I think you could have some sanctions, and a fellow would make a pledge—he would not get new tires or gasoline unless he lives up to the pledge—not only to do no unnecessary driving—that would be difficult to police—but also to drive a certain number of men to work each day or enter into some sort of share-the-ride agreement with other workers. I like your idea of having the coordinator on a community level with a good deal of authority, and having as much participation by the people affected as possible.

Dr. LAMB. It seems to me we have to look upon this immediately as an irreplaceable supply rather than something we can take care of in a year and a half or so; we should not look upon the prospect around the corner as being anything but a mirage at the present time, and then if it turns out the other way, we are that far ahead of the game.

Mr. LUND. Yes.

Dr. LAMB. What is the distance to Willow Run from downtown Detroit?

Mr. LUND. I think it is 29 or 30 miles from downtown Detroit.

Dr. LAMB. Which means a round trip of 60 miles?

Mr. LUND. Yes.

Dr. LAMB. Which means in the course of a year, sixteen or eighteen thousand miles of rubber and that much gas. Of course, at the present time, gas is not a problem in the Michigan area, but rubber supply and transportation are. So that very shortly the tires on the average car would be gone in carrying them to Willow Run. In a couple of years they would certainly be all through.

MAGNITUDE OF THE TRANSPORTATION PROBLEM

Mr. LUND. I am told that at the arsenal at Berwick, 4,000 men are driving from 50 to 130 miles a day.

Dr. LAMB. How many men would be employed at the peak at Willow Run; would it be sixty or seventy-five thousand?

Mr. LUND. I think 60,000 is conservative. I have heard figures as high as 90 and as low as 45 to 50, but I think sixty to seventy-five thousand would be a good figure.

Dr. LAMB. Public transportation will take care of how many; would it be half of that?

Mr. LUND. I would say a good deal less than half of either present or prospective public transportation. I cannot see it taking care of more than 25 or 30 percent.

Dr. LAMB. So, even on the basis of 4 men to the car, you will have 10,000 cars used in that particular job every day in the week?

Mr. LUND. Yes, I would think so.

Dr. LAMB. That is the order of the magnitude of the problems you are going to find in many places in the country, and that is why some arbitrary intervention in this thing should be taken pretty quickly.

Mr. LUND. Yes.

Dr. LAMB. What about the question of smaller communities and their contribution to the war effort; will this not intensify the demand of smaller communities and smaller businesses for sharing in the war because they have the locations which are favorable to walking to work or short-run transportation jobs?

Mr. LUND. It would doubtless be a factor, Dr. Lamb. You know, of course, the Small War Plants Corporation is going to be set up in the W. P. B., and it seems to me this may be an additional argument for giving them more war work because of availability of their labor supply, that is, the shortness of the distance between their homes and the plant.

Dr. LAMB. Is there not a reverse problem which is rapidly developing? You used 9,000,000, which is approximately correct, as the number engaged in war work at the present time, and 20,000,000 as the figure at the end of 1943, which may be low; that means an increase in the number now working and probably considerably more added on. If that is the case, you are in for quite a floodage in these communities, and any plan your traffic coordinator may make in Detroit today will have to be accordion-pleated to take care of the future, and the same thing applies all around the country, particularly in these areas of heavy concentration of contracts. So, you will increase your troubles in many of those places by actual geometric proportion rather than arithmetically, when you begin to pile them onto the transportation facilities, which would seem to be an argument for favoring the smaller war plant corporation type of solution.

Mr. LUND. Yes.

The CHAIRMAN. I have just one more question, Mr. Lund. Mr. Eastman is here. Has the thought ever been explored of asking for volunteers in old private passenger cars to volunteer their services to take workers to plants?

Mr. LUND. Not in the area I am most familiar with, Congressman. I do not believe it has been thought of or tried in Detroit or in any of our Michigan industrial areas.

The CHAIRMAN. It is the first time it has occurred to me. I was trying to think along with you. I have that much faith in the American people that there would be a considerable number, living close to the war production plants, who would get out their cars in the morning and also take them back at night.

Mr. LUND. I think it is a case of less shortage of cars than tires. Some folks might be willing to give up their tires; I don't know. When they are not hauling the war workers they could have the use of their own cars. Yes; I would say that has real possibilities, Mr. Chairman.

Mr. ARNOLD. Has a survey been made to ascertain those who are willing to sell their cars to war workers?

Mr. LUND. No; not to my knowledge.

Mr. ARNOLD. Of course there are a large number of people, especially in the rationed East, who would sell their large gas-eating cars which perhaps have good tires.

Mr. LUND. The tires may be more valuable than the car.

Mr. ARNOLD. I know several people here in Washington who have expressed to me their desire to sell.

Mr. LUND. I should think in some of those cases it might be a good idea to take the tires and forget about the car. It seems to me they would have to be approached on a community level, and that is where the coordinator would be very useful.

Mr. ARNOLD. Large cars with large tires—there should be some way devised to take those over for bus transportation; some of them will haul six or seven or eight passengers.

The CHAIRMAN. We thank you, Mr. Lund. Will you leave the map?

Mr. LUND. Yes; and also a copy of a statement I have here.

(The afore-mentioned statement follows:)

STATEMENT BY WENDELL LUND, DIRECTOR OF LABOR PRODUCTION DIVISION OF THE WAR PRODUCTION BOARD, WASHINGTON, D. C.

The Problem of War Worker Transportation

As Director of the Labor Production Division of the War Production Board, I consider it my responsibility to point out one of the most serious problems of the war production program. As vital as the supply of raw materials for the tanks and planes and guns and ships is the supply of war workers. To a much larger degree than most people realize, production is dependent upon the daily transportation of workers, much of which is by private automobile. Our victory program rides on the tires of the workers. If for any reason the automobiles and busses and trolley cars which carry workers to the factories daily should cease to operate, this would be a fatal blow to our victory program.

Your committee is concerned with the migration of war workers and the various problems of congestion created as a result. However, the migration we have seen so far will be nothing compared to that which will follow a break-down in worker transportation. At the present time workers are commuting from their homes to war production centers 20 to 30 miles distant, and in many cases 50 to 60 miles. Practically all these workers are riding in privately owned automobiles. If their automobiles are not kept running, these workers will have only two alternatives; namely, make their homes near their jobs, or find jobs near their homes. Either alternative is undesirable from the standpoint of war production. The first requires the use of critical materials in the construction of houses and community facilities; the second creates costly labor turn-over.

Before taking up the subject assigned me, I should like to say a few words about the Labor Production Division of the War Production Board. It is founded on two premises: (1) that the implements of war cannot be turned out without full and intelligent utilization of our democratic labor force; (2) that labor participation in the design and management of the war production program is essential to maximum production. The Labor Production Division is going to do everything possible to insure labor's participation in the war-production program, and to interpret the problems of the war-production program to labor groups.

I wish to discuss the subject of worker transportation under four headings: (1) Dependence of war workers on private automobiles (2) results of a break-down in worker transportation; (3) lack of an effective program to solve the problem; (4) recommended program for dealing with the problem of war worker transportation.

DEPENDENCE OF WAR WORKERS ON PRIVATE AUTOMOBILES

In Michigan we recognized early what war in the Pacific and the loss of Singapore and the East Indies meant in our daily lives. Detroit, which is fast becoming a vast arsenal of war production, is almost completely dependent upon the private passenger automobile for the transportation of its workers. One out of every five workers in Detroit lives more than 10 miles from the factory where he is employed; and 75 percent of all the factory workers come to work in their cars. If you will run over in your mind the bomber plants, the tank plants, and the other great factories in the Detroit area, you can well imagine the catastrophe to war production which would result if a new way had to be found for transporting three-quarters of the fighters on the production front.

In order to find a basis for keeping production rolling, the Michigan State Highway Department initiated a traffic survey as early as January 12 of this year. This survey covered 750 plants engaged in, or being converted to, war production. These plants employed at the time just over half of the 850,000 industrial workers employed in the entire State of Michigan. The survey sought to determine the extent to which the automobile revolution of the last 25 years has affected the living, the traveling, and the working habits of industrial workers. It revealed a tremendous dependence upon the automobile. The average worker determines the distance between his home and his job on the basis of travel line. In general, when that time exceeds more than an hour each way, he will seek to change his job job first, and then if possible, his residence. Of course, it would be impossible for any large group of workers to make such changes in a short time, and any large scale shift would undoubtedly be detrimental to the war production program. As I said before, three-quarters of the workers in the 750 plants surveyed came to work in their cars. In 233 of these plants, 90 percent of the employees use their cars; and in 51 plants, all of the employees come to work by car. The 51 plants which are 100 percent dependent upon the private car employ over 65,000 workers. Plants in the Detroit suburban area are 89 percent dependent on the private car. I have brought along a map which will illustrate better than words the transportation difficulties of the workers in this area.

What is true in Michigan is true throughout the United States in varying degrees. In the Los Angeles metropolitan area, more than 70 percent of the workers drive to work in passenger cars, some traveling as much as 30 miles a day. In one of the key aircraft companies, 92 percent of the 50,000 workers employed there last March drove to work. Common-carrier transportation converges on downtown Los Angeles in such a way as to make it practically impossible to commute between the residential suburbs and the primary defense activities, all of which are scattered like the ends of the spokes on a wheel. Under the circumstances, failure of automobile transportation would not only create great difficulties and hardships for the workers, but, in addition, would result in acute housing shortages in many of the Los Angeles industrial suburbs, and might very well cause a collapse of war production in the important area.

In the outskirts of Baltimore, 42,500 workers now work at the Glenn L. Martin bomber plant. Recent reports from the president of the company indicate that of the 42,500 workers employed, about 40,000 now drive to work. Because of its comparatively isolated position, this plant is now almost entirely dependent upon the private automobile.

In Pascagoula, Miss., which is an important shipbuilding center, the difficulties of transportation antedated December 7, 1941. Not only did the majority of workers depend on private passenger automobiles, but at the latest report, worker groups had purchased 23 old school busses to alleviate the problem. There are no streetcar or interurban bus lines in Pascagoula. In some of the larger cities, the automobile situation is complicated by the overloading of common carriers and congestion of traffic.

RESULTS OF A BREAK-DOWN IN WORKER TRANSPORTATION

By a few examples I have attempted to picture how much the average war plant depends on the private automobile for the daily arrival of its workers. Now let us examine current realities in automobile transportation and the effects of a breakdown in present methods of war worker transportation.

We now possess in the United States a precious stock of 28,000,000 passenger automobiles with about 150,000,000 tires. From these cars and tires, we have been getting about 500 billion passenger miles per year, compared to a total of 75,000,000,000 passenger miles from all other vehicles; that is, busses, railroads, trolleys, and airplanes. Studies recently completed by the Brookings Institution reach the conclusion that 20,000,000 passenger cars represent a minimum below which serious disruption threatens our economy. Even if we assume an ability to absorb serious economic dislocation, well over half of our cars must be kept running just to make our war economy function at its present rate; and this does not contemplate transportation for the millions of new war workers to be added in the future.

As everyone knows, the factor which limits our ability to keep 20,000,000, or even 15,000,000, cars on the road is the lack of rubber tires. Outside of 8,000,000 new tires frozen in dealers' hands, our total resource of rubber tires is on the road —being ground up at the rate of about 3½ percent a month. As these wear out, some of the good carcasses can be recapped with reclaimed rubber which is good for low mileage and slow speeds. The responsible experts tell me that all natural and synthetic rubber production for the next several years is going 100 percent to military requirements. Therefore, we should not depend on wishful thinking about the availability of new or synthetic rubber for the tires of civilians or war workers; we must concentrate on getting the most out of the tires we have.

We are told that, if normal driving habits continue, the visible supply of tires will not maintain adequate auto transportation beyond the first quarter of 1943; and by December 1943, the number of cars on the road will have fallen to the catastrophic level of 10,000,000—but we need not wait until 1943. Already we are getting a picture of the manner in which transportation difficulties are impeding our war effort by fostering labor turn-over and crowded housing conditions. Workers who are compelled to drive long distances to war plants are quitting their jobs to find work nearer home. In some cases workers faced with transportation difficulties attempt to secure houses nearer work. Any effort to solve the transportation problem by the construction of a vast amount of new housing will fail because the cost in critical materials, labor, and overcrowding would stop or seriously reduce the production of armaments. Just to show how the tire problem is already retarding war production and burdening the war housing program, let me read you a plea from a southern textile mill engaged in war production:

"We used to draw hands from the surrounding country, but since the tire shortage has become acute those hands want houses, and we have lost several on account of not having houses for them. This mill is in the country and if we are to run we will have to house the workers.

"Referring to the incident which you mention (eviction of a war worker's family), I beg to advise that there have been over 30 such cases in recent months in this community, and we have been obliged to ask for the houses for workers in the mill else we would have had machinery standing."

From places as far apart as Freeport, Tex., and Bath, Maine, we have received reports of war workers driving 50 to 60 miles each way daily between their homes and their jobs, workers who find no housing and may soon find no transportation. Not only war production is suffering from a lack of transportation, agriculture also is having trouble. Orchardists in Michigan and truck farmers along the eastern seaboard organized their work around the supply of migrant farm workers. This year the lack of tires and other transportation difficulties make the supply of migrant farm workers hard to find. This may curtail food production.

LACK OF AN EFFECTIVE PROGRAM

The Labor Production Division and its predecessor, the Labor Division, have been acutely aware of the impending consequences of failure of private automobile transportation ever since Pearl Harbor. Its industry consultants in their consultations with the various industry branches have stressed the workers' dependence upon the automobile for essential transportation. Our transportation and housing consultants have advised the various governmental agencies concerned with transportation and housing on specific programs for meeting transportation needs. They have not only insisted on the importance of the private automobile in their discussions with other agencies, but they have taken the initiative by bringing together representatives of responsible agencies for the purpose of finding the solution to a number of local transportation problems. Through its participation in Mr. Nelson's production drive, the Labor Production Division has been instrumental in the formation of numerous transportation subcommittees to joint management-labor production drive committees. These committees are engaged in organizing car-sharing and tire-conservation programs in war plants.

From these intimate contacts with the problem, I have been unable to secure assurance that there is a solution in process. Not only is there no assurance that there will be a supply of natural or synthetic rubber for new tires for workers' cars in the next 2 or 3 years, but there has been no aggressive action on the part of Federal authorities to conserve rubber now on cars so that a supply of reclaimed rubber will be available to retread workers' tires. This problem is too serious to gamble with the possibilities of developing new sources of rubber. We have the rubber now to take care of our needs for several years. Practically all of it is on our present supply of automotive equipment. Once burned off on the road, it is lost forever.

Too much reliance has been placed on voluntary programs of conservation. Michigan was probably the first State to organize such a program. The now well-known Pontiac plan was formulated by the Michigan State Highway Department early this year and tried out in Pontiac, Mich., an industrial community 25 miles north of Detroit. This was a plan of voluntary cooperation devised to make the most use possible of existing transportation equipment. Posters and publicity were developed to induce workers to group up and drive to work five in a car, to "swap rides" with each other, and to make maximum use of such common carrier transportation as existed. Maps were prepared on the basis of which neighbors could get together for organizing car club and swap-ride arrangements. Plans were made with various plants, shops, and schools to stagger their hours in such a way that more even use could be made of common-carrier equipment, and these plans were put into effect. This economy is very important because the number of busses and streetcars used at the peak of activity is three times the number used during the rest of the day. The existing equipment, if hours are properly staggered, could carry at least twice the number of passengers.

The moderate success of this voluntary form of transportation economy has caused the Automotive Safety Foundation and the Office of Defense Transportation to modify the Pontiac plan into what is called A Plan for the Conservation of Vital War Transportation, which is now being disseminated over the entire country to be administered by the mayor of each municipality.

Experience has shown that voluntary methods are inadequate to do the full job. For example, in St. Louis where the Office of Defense Transportation plan has been inaugurated, 3 of the largest department stores employing several thousand workers have refused to change their opening and closing hours to comply with the plan for staggering shifts. Even in Pontiac, after several weeks of an aggressive campaign involving publicity as well as personal contact with plant managers and workers' groups, there was still only 1 rider beside the driver in each car. Formerly, only 1 car out of 3 carried an extra rider. In other words, 50 cars were being used to carry 100 workers to their job, compared with the earlier figure of 70 cars per 100 workers. While this improvement is important, it falls far short not only of the possible maximum, but of what is required by exigencies of the present situation.

At a meeting in Detroit on April 13, called by a representative of the Labor Division of the War Production Board to review workers' transportation programs, practically all speakers representing local business, Government, and workers' groups urged that any local program for transportation conservation be backed up by the authority of the Federal Government. All groups expressed a willingness to cooperate fully if they were told what was necessary by a competent authority and were protected against chiselers.

Indifference, inertia, and just plain shortsightedness result in many employers and workers failing to respond to publicity campaigns. The crisis in worker transportation and in the supply of rubber is too great to permit continuance of the purely publicity methods of solving the problem. I believe that it is necessary to put teeth in the program if we are to achieve our victory goals. In this viewpoint, I believe that I have the support of both workers and employers in war industries who want to be told just what to do in order to achieve the maximum use of our transportation facilities. I submit, therefore, a three-point program. This program can only succeed if it is coordinated and directed by the Federal Government. Publicity is necessary to sell it to the workers and other groups in the community; but publicity alone will not achieve the required results.

RECOMMENDED PROGRAM

First, we must conserve our existing transportation equipment and, particularly, the existing supply of rubber. Second, we must allocate the existing supply of equipment and rubber to uses essential to the prosecution of the war. Third, we must plan every phase of the war program involving passenger transportation in such a way as not to add needlessly to the transportation problem. This third point might seem to come first, but since it is pointless to plan the use of that which we do not have I put conservation first.

To promote conservation, there is urgently needed a system of rationing mileage to private automobiles which would limit their use to essential driving. In defining essential driving, due allowance should be made for a limited amount of convenience and recreational driving. Such an allowance is desirable for the maintenance of the health, morale, and efficiency of the worker. I realize that it is difficult to devise a fair system. I do not have the fear of public reaction which seems to possess some persons. Once the American people understand the necessities of the situation and are fully informed as to how the system will operate, their cooperation will be forthcoming; particularly if they are made part of the operating machinery. I therefore suggest (*a*) that worker-management committees be set up in each place of employment; (*b*) that these committees be assigned the function of organizing car clubs and swap-car arrangements and; (*c*) that when automotive equipment—be it new cars, new tires, retreads, gasoline, or parts—is rationed to a worker, the committee or a designated representative certifies the need for the particular rationed article. I suggest further that our existing rationing boards should be made representative of the major groups in the community.

We must reexamine common carrier use of transportation equipment to eliminate wasteful duplication and such transportation as must be regarded as nonessential in this war emergency. The essential transportation job which must be done is so big that every piece of equipment must be operated to capacity on necessary runs. It also requires that the operating personnel be used efficiently. Some staggering of working, shopping and school hours has taken place, but many busses still travel in only one direction with a full load and return empty. Transportation coordinators must be appointed to stimulate, review and implement local transportation plans. The entire country must be covered.

If conservation is successful, as it must be, in making transportation equipment and materials available, such equipment and materials must be allocated to places where there are shortages. Railroad passenger cars must be transferred from luxury runs to provide necessary transportation to outlying war plants; such as the Glenn Martin and Ford bomber plants. Busses unneeded because of staggering of hours must be allocated to places where the increase in necessary transportation is so great that the local resources are insufficient. Tires on nonessential private automobiles must be purchased by the Government and allocated to war workers who are cooperating fully in carrying full loads of fellow workers. New cars must be made available as needed to those workers whose cars wear out, or who do not own cars. Bicycles must be allocated to those workers who live close enough to their work to use a bicycle but not close enough to walk.

Finally, there is the need for a coordinated solution of the housing, transportation, labor recruitment and related problems. As pointed out earlier, our war housing problem is tremendous without the added burden of housing automobile drivers near their work. I am worried that we will not be able to spare sufficient men and materials to house the many workers coming from long distances to take employment in war plants. If, in addition, we try to house the automobile commuters near their work, we will not be able to do a tenth of the job. Of course, insofar as possible, housing built for migrants should be located near the place of employment in order not to add to the transportation problem; but we have other scarcities besides those in transportation. Copper and steel must be conserved for articles of war. Housing sites near plants sometimes lack utility extensions and require excessive amounts of critical materials. Not only in this connection, but in others, there must be a balancing of scarcities. In order to provide such a balancing, I suggest that local programs involving worker transportation, housing, and community facilities be arrived at jointly by representatives of the appropriate Federal agencies, in cooperation with civic, management and labor groups, preferably in the localities concerned. These programs have a common purpose; namely, to assure an efficient labor force in war production. If they are to serve their purpose, they must not only be closely integrated with each other, but they must also be closely related to the programs of labor recruitment, labor supply, and worker morale.

The CHAIRMAN. Thank you.

Let the record show that Congressmen Pierce and Voorhis are present.

Mr. Eastman, will you please be seated?

TESTIMONY OF JOSEPH B. EASTMAN, DIRECTOR OF THE OFFICE OF DEFENSE TRANSPORTATION, WASHINGTON, D. C.

The CHAIRMAN. We are pleased to have you with us this morning, Mr. Eastman. We will be just as brief as we possibly can, but this is a very important problem we are now discussing, the transportation of war-production workers, and I wonder if you will be kind enough to briefly state the primary functions of the Office of Defense Transportation.

Mr. EASTMAN. The function of the Office of Defense Transportation, as stated or summed up in the first paragraph of the Executive order of the President which created the Office, was to insure maximum utilization of the domestic transportation facilities of the Nation for the successful prosecution of the war. I think that sums it up practically. It relates simply to the domestic transportation facilities as distinguished from the overseas.

The CHAIRMAN. For the purpose of the record I wonder if you will be kind enough to give me the names of the gentlemen who appear with you.

Mr. Eastman. I have with me Mr. Otto S. Beyer, Director of my Division of Transport Personnel; Mr. Henry F. McCarthy, Director of my Division of Traffic Movement; Mr. G. Lloyd Wilson, Director of my Division of Rates; and Mr. Harold Sampson, passenger assistant in the Division of Traffic Movement.

The Chairman. Do you consider that your agency has the primary responsibility for the transportation of industrial and agricultural war workers?

Mr. Eastman. I think we have responsibility to aid in the solution of any of those problems. Of course, we are not managing and operating the carriers, but it is our duty to look into such questions and do what we can to promote their solution.

The Chairman. Do you tie in with any other agencies?

Mr. Eastman. We work with a great many different agencies on different problems. We work very closely with the War Production Board on many problems, with the Office of Price Administration, with the Petroleum Coordinator, with the War Department, Navy Department, and so forth. I think in one way or another we work with most of them.

The Chairman. Where does the primary responsibility lie; with you?

Mr. Eastman. With respect to transportation?

The Chairman. Of war workers; yes.

Mr. Eastman. Yes.

The Chairman. Mr. Eastman, on June 11, Mr. John J. Corson, Director of the Bureau of Employment Security, testified before this committee regarding the problem of obtaining transportation for migrant agricultural or construction workers. At that time he indicated that in his estimation no agency could be said to be responsible for the actual transportation of workers, and I should like to read you a portion of his testimony, as follows:

> The Office of Defense Transportation has been very helpful in endeavoring to work out transportation arrangements which facilitate the movement of workers, but they do not have any responsibility, nor I believe does any other agency have the responsibility for the actual transportation of workers.

Do you agree with Mr. Corson on that?

Mr. Eastman. I would not say we have the responsibility of finding out where workers are needed and then of procuring transportation for them. I think, if there is a problem in connection with the transportation of such workers, that it is part of our duty to help in the solving of that problem, but I do not think it is part of our duty to search the country and determine where there is a surplus of agricultural workers and where there is a deficit and to arrange for their transportation.

The Chairman. Studies of the traveling habits of workers in some California war plants, made by the California Railroad Commission, showed that 60 to 80 percent of the workers travel by automobile. Has your Office any general findings on the importance of automobile travel among war workers throughout the country?

NEW PLANTS BUILT TO RELY ON PRIVATE TRANSPORTATION

Mr. Eastman. We know the travel by automobile is of very large importance in connection with the transportation of war workers. Many of these great new war-production plants which have been built in the last year or so have been built out in the open spaces where the reliance was very largely upon the private passenger car for the transportation of the workers. In some places where they have been located there are practically no common-carrier facilities by rail or by bus, and in other cases such facilities are wholly inadequate to take care of the transportation. They were not located in many instances with reliance upon other than private passenger cars.

As an illustration, I saw a report not long ago with respect to the factories which are building airplanes in southern California, and as I recall it, 90 percent, or possibly a little more of the workers in those plants used the private passenger car in going to and from work, and those plants were not located on railroad lines.

The CHAIRMAN. Mr. Lund testified this morning that some plants had as high as 90 percent of the war workers riding in their own automobiles.

Mr. EASTMAN. That is correct.

The CHAIRMAN. That is indicative of the critical situation?

Mr. EASTMAN. Yes. I have a Division of Local Transport which was created for the purpose of dealing with that very question, the transportation of war workers. We have an advisory committee on which the departments are represented which are primarily interested in that transportation, such as the War Department, the Navy Department, the Maritime Commission, the Defense Housing Corporation, and so on. That advisory committee meets every week, and we have also been instrumental in getting together an organization of the State and municipal authorities for the purpose of dealing with those problems.

Dr. LAMB. Mr. Eastman, right on that point, do these municipal authorities have contact with any local representative of your organization from the Division of Local Transport?

Mr. EASTMAN. We have established an extensive field organization in that particular work. We have men whom we send around the country, men of great experience in local transportation matters. We have one who is located on the Pacific coast permanently. But we have been trying to handle that problem as far as possible through the local authorities because we do not want to build up a great field organization centralized at Washington and we felt that after all it was primarily a local question and that the facilities of the State public utility commissions and of the State highway departments and of the municipal authorities should be concentrated on those problems. We endeavor to advise and assist and help and guide them, but we have not undertaken to build up a huge organization of our own.

Dr. LAMB. Mr. Lund indicated earlier that in his opinion the situation is becoming quite critical in many places where large war plants are in operation. He outlined a program for trying to get, at the present time at least, merely voluntary cooperation of the workers and the management of the plants in some scheme. He was questioned as to whether he would favor a coordinator, a local traffic coordinator of some kind to be municipally created, perhaps, and he said he thought that might be necessary. What would your position be on that?

Mr. EASTMAN. We have asked the Governors and mayors to appoint representatives to work on those questions. We have also outlined at great length the steps we feel should be taken in solving many of these questions. We have asked the mayors when they appointed representatives to work on these questions, to work with and through the State organizations. We have also suggested they tie in wherever they can with the transportation committees of the Office of Civilian Defense.

Dr. LAMB. Is it your opinion the situation, particularly with respect to passenger-car transportation of workers to plants, has become sufficiently critical to warrant some kind of authoritative or compulsory arrangement locally in some places?

COMPULSION BY GASOLINE RATIONING

Mr. EASTMAN. I think under my present authority I can go further than I have in the direction of ordering things to be done. Up to the present time we have been trying to get as much accomplished as we could through voluntary effort and also through the action of local authorities, and very effective work has been done in many parts of the country. That can be supplemented, for example in the East, where there is a system of gasoline rationing at the present time. It is proposed that the system of gasoline rationing be used in order to further the plans with respect to group-riding to and from defense plants. If there were a system of Nation-wide gasoline rationing that could be used in the same way.

Off the record.

(Discussion off the record.)

Mr. ARNOLD. Well, now, in connection with the rationing of the use of automobiles, is gasoline rationing the only way to approach the subject?

Mr. EASTMAN. Well, of course, the objective is restriction upon the operation of the vehicles. The situation is such that if these vehicles are to be preserved for essential uses—and they are tremendously necessary for many essential purposes—their use for unnecessary or wasteful purposes has got to be eliminated.

Now, in approaching the problem of how to bring about that elimination, gasoline rationing comes up, not for the purpose of saving gas but as a simple means of restricting operation. If you restrict operation you are going to reduce the consumption of gas, and if you reduce the sale of gas you are going to restrict operation; it all comes out to the same result whichever way you do it. You could, conceivably, limit the mileage operated by individual cars, but to do that you would have to have a system for recording the mileage operated and for the inspection of those records, and so forth, and it would be a very complicated thing to work out.

Mr. ARNOLD. I guess some 100 of us in the lower House are from districts where gasoline is no problem.

Mr. EASTMAN. Except in the East there is no purpose of rationing gasoline for the sake of saving gasoline.

Mr. ARNOLD. Some of us have 10 or 15 refineries located in various parts of the district, and apparently Mr. Henderson or someone did not put over the idea because I never saw such a protest as we had on rationing gasoline in areas where it was being refined. I am heartily in accord with the idea that people should understand why they are being rationed.

Mr. EASTMAN. It is not the gasoline that would be rationed in such territories but the operation of the vehicles; the gasoline would be simply the means to an end.

Mr. ARNOLD. That will have to be put over or the people will have a chance to take a whack at us. They don't get a chance to take a whack at you or Mr. Henderson or whoever is responsible; we are the only ones who have our heads out.

Mr. EASTMAN. That is right.

The CHAIRMAN. Off the record.

(Discussion off the record.)

Mr. ARNOLD. Can you tell me, Mr. Eastman, whether the normal dependence of industrial workers on passenger cars has increased or decreased as a result of the impetus of the war program?

Mr. EASTMAN. That would be just a guess. I don't think there are any statistics on that, but my guess would be that because of the fact that so many of these great new plants have been located outside of the confines of the cities, outside of the thickly settled portions and in the open spaces beyond, my guess would be that the dependence on the private passenger car has, on the whole, increased.

Mr. ARNOLD. And probably will increase much more in the next year because of the largely increased number of war workers?

Mr. EASTMAN. Yes.

Mr. ARNOLD. Has your Office conducted studies, or do you sit in on the location of war plants with relation to the problem of worker transportation?

Mr. EASTMAN. We do now. Of course, a great many of these plants were located before my Office was created. My Office has only been in existence since the first of the year, but we are now represented on the Plant Site Board of the War Production Board, and we are consulted as to the location of those new plants from the standpoint of transportation.

GROUP RIDING

Mr. ARNOLD. Most of the automobiles carry one or two passengers each when they have a capacity for five; do you see any possibility that automobile owners may soon be required to carry the full number of passengers?

Mr. EASTMAN. That has been a very important part of the programs that we have been endeavoring to institute in connection with these war-production plants, the group riding, or share riding, or whatever it is called. In many cases a great deal has already been done in that direction. For example, not long ago I was in Indianapolis and went through the Allison plant, where they manufacture the liquid-cooled motors for airplanes, an enormous plant. There they have in operation a campaign for group riding by their workers and they have succeeded in getting the group riding up, I think, to the basis of three and a fraction riders per vehicle now, which is a pretty good figure. Of course, the plant can do something to control that situation through its control of parking facilities, and so forth.

Under the new rationing plan in the East, as I said, I think steps are being taken to bring indirect pressure to bear, through the rationing of gasoline, so as to bring about this group riding which is a very important thing; it must be brought about. Off the record.

(Discussion off the record.)

Mr. Arnold. Mr. Eastman, I don't know that you answered as to whether or not the Plant Site Board is giving consideration to the transportation problem in the location of plants.

Mr. Eastman. It is, and also the Defense Housing Corporation in its work is giving a great deal of attention and is endeavoring to locate the housing so as to reduce the transportation problem.

Mr. Arnold. Do you have any figures on the average life expectancy of tires on automobiles of war workers for given areas, or on a sample basis?

Mr. Eastman. I did not bring up the head of my division dealing with that matter, who, I know, has many such figures. I have one in my head right now in accordance with this report that I saw about the workers at the airplane plants in southern California, where 90 percent of them depend upon the automobile. My recollection is that report indicated that if they went on using the automobiles the way they are using them now, that they had an average life of something under 1 year; it was somewhere between 6 and 12 months. I cannot give you the exact figure, but we can supply a good deal of information of that kind if you would like to have it.

The Chairman. We will contact you.

Mr. Eastman. Yes.

BICYCLES AND BUSSES

Mr. Arnold. I notice in one industrial area 20 percent walked or used a bicycle. Do you know to what extent the bicycle is coming back into the picture?

Mr. Eastman. I know it is coming back into the picture quite extensively. Many of my own friends have bought bicycles and are using them. I think that is quite general around the country. I think there is a question now pending before the War Production Board as to whether the production of bicycles is to be continued.

Mr. Arnold. Of course, it is a little difficult to use bicycles where automobiles so largely cover the road; it is rather dangerous.

Mr. Eastman. Yes.

Mr. Arnold. Some time ago considerable publicity was given to a bus which could carry from 125 to 140 people. Are these busses being manufactured on a large scale yet?

Mr. Eastman. No. I am sorry, Mr. Chairman, but I thought you were going to consider the question of these migratory workers, and for that reason I did not come prepared to discuss the general question of the transportation of defense workers.

The Chairman. It is so interrelated with the whole question——

Mr. Eastman. What was the question you asked me?

Mr. Arnold. Are those busses which have a capacity of 125 to 140 people practical and are they being manufactured as yet to any extent?

Mr. Eastman. My Division of Local Transport was instrumental in getting that idea under way, and one of the men in that Bureau, Mr. Shephard, in conjunction with men on the outside, worked on the design of the first of those trailer busses, which you may have seen here in Washington. It was a very ugly affair, but it was made out of noncritical war materials and was very light for its capacity and was very cheap, and although not overly comfortable it was entirely practicable for transportation of war workers where mass transportation is required. Since that time there has been a great deal of activity on the part of bus and trailer manufacturers in designing similar vehicles. One has been designed which can be towed by a small automobile like a Chevrolet. I went around the streets of Chicago in this bus and it was behind an ordinary Chevrolet car. That vehicle can carry 24 passengers and it is light and made largely out of noncritical war materials and is not expensive to make. The Fruehauf Trailer Co. has designed one which is quite like the one we had designed originally, but they have given it sex appeal by putting more attractive paint on the outside and some cushions on the seats. Then, some of these haul-away automobile carriers are being redesigned for the carriage of passengers, and I understand that work is going on.

Now, with respect to the construction of these trailers, and so forth, we have been in an argument with the War Production Board on that and we do not know yet whether the construction will be permitted; we think it should be and have so argued, but that question still remains to be determined.

Mr. ARNOLD. You believe both the large-capacity busses and trailers have very important possibilities in this war effort?

Mr. EASTMAN. Yes. Of course, the question which the War Production Board has to consider is the fact that while these busses which have been designed, as I have indicated, use very little steel and other critical war material, they do use new rubber tires, and that has been one of the sticking points in connection with them.

STAGGERING OF HOURS

Mr. ARNOLD. Has consideration been given to proposals for the staggering of office, store, and factory hours as a means of making fuller utilization of mass transportation systems?

Mr. EASTMAN. Yes. That, together with group riding, is one of the important features of our program and we have urged that upon all the cities of the country and I am glad to say it is being carried out in many if not most of them. Of course, Washington was the first city to adopt it extensively. New York has a system and Los Angeles has a system. I was in Cleveland the other day and they are doing splendid work on that matter. It is spreading rapidly throughout the country and is a very effective way of making the existing facilities go further by eliminating the rush-hour peaks.

The CHAIRMAN. Mr. Eastman, I suppose the turnover rates of manpower in war plants will be affected greatly on account of lack of transportation?

Mr. EASTMAN. You mean the labor turn-over?

The CHAIRMAN. Yes, quitting one plant and going to another.

Mr. EASTMAN. You mean it will be a little difficult for them to shift around because of that?

The CHAIRMAN. Yes.

Mr. EASTMAN. I should think it might have that effect. It would add another aggravation to the turn-over situation. Obviously, if men experience difficulty in getting back and forth to work they will find themselves a job where they do not have that difficulty to contend with, so it is reasonable to assume——

The CHAIRMAN. I don't suppose you have any estimates on that.

Mr. EASTMAN. No. I would think, however, the developing of housing facilities contiguous to plants would alleviate that complication.

The CHAIRMAN. Yes; that has been suggested this morning.

TRANSPORTATION BY RAILROADS

Mr. ARNOLD. To what extent will railroads and trolley systems be able to take over the job of transporting war workers in the event of a break-down of automobile transportation facilities?

Mr. EASTMAN. Are you referring to the problem of migratory workers?

Mr. ARNOLD. No. In the first place I would like to have your opinion as to the general picture; in other words, will the rails be able to take the load?

Mr. EASTMAN. If you are speaking not of the mere shifting of a group of workers from one part of the country to another, but the daily transportation of workers between their homes and places of work, I doubt very much whether the railroads will be able to help greatly on that, for two reasons: In the first place, the railroad passenger equipment has not been increased in recent years; in fact, the tendency has been for it to reduce, owing to the tremendous competition the railroads have had from highway automotive vehicles. The railroads have much less passenger equipment now than we had at the time of the last World War, for example. So much of the service has been taken care of by bus and private automobile that railroads have a very difficult problem in the handling of passenger traffic at the present time. Of course, their primary obligation is with respect to the movement of troops, and the troop movements have been very heavy, are very heavy at the present time, and promise to increase as time goes on, and probably before the summer is over the movement of troops will be very, very heavy, and that comes first and foremost; the railroads have to take care of that to the exclusion of anything else.

On top of that there has been a general increase in passenger traffic. It is now running on an average about 50 percent over what it was running last year, and the railroads are also faced with the prospect that as the passenger car, the private passenger car, ceases to be used in intercity transportation through gasoline rationing or voluntary restriction, that much of the load of intercity travel which those passenger cars have carried will be transferred to the railroads. So they are facing a situation where their equipment is likely to be very fully occupied, if not overoccupied, without establishing commutation service to and from these war plants. They have done that in some cases. A singular thing there, by the way, is in several cases where there has been terrific pressure to get trains put on to serve these plants, or new bus lines, that they are not used after they are put on. I was talking to a commissioner from South Carolina yesterday. There was tremendous pressure to get the Southern Railway to put on a train to serve the naval station at Charleston. He told me since that train had been put on it had carried less than 10 passengers a day.

I saw an advertisement the other day of the bus companies which had put on new lines to serve the Willow Run plant of the Ford Co., 28 miles outside of Detroit, and those bus lines are advertising for passengers. They are running at a loss now. So long as the worker is able to use his passenger car he will not use anything else; the time is coming when he will use something else, but I think it will be difficult for the railroads to take care of much of that burden through the establishment of commutation service for the reasons I have indicated.

Furthermore, in some cases the only service of that kind that could be given would be over main lines. That is true of the Michigan Central in the case of the Ford bomber plant at Willow Run. On the other hand, a terrific amount of freight moves over that line, and the same thing in the case of the Higgins plant in New Orleans, located on the L. & N. outside of New Orleans; that single-track line there which they are proposing to double-track has been handling a tremendous amount of freight business, and it is difficult, particularly on the single-track line, to work commutation trains in the morning with one every so many minutes, without interfering with the operation of freight trains when the freight traffic is heavy. Furthermore, you will find the workers at these defense plants are scattered over a wide expanse of country. I have seen the maps showing where they are located and they are located here, there, and everywhere within a radius of 25 miles of the plant. If you establish train service you still have the problem of getting them to and away from the stations.

USE OF BUSSES AND STREET RAILWAYS

I have greater hopes for the bus lines, and from the street railway systems, which are mainly bus systems these days. The Detroit Street Railway Co. is going into bus service out to the Willow Run plant. One of the things we are encouraging street railways to do is to utilize their existing rails and rail cars to the utmost possible extent, even by pulling in old rattletrap cars which have gone into the barns, so they can relieve busses for this outside service. We are trying to get busses for these defense plants by curtailing certain bus service elsewhere. For example, we have stopped sightseeing busses and they are now going into defense-plant work. We have stopped chartered service and have cut down the regular bus service and are encouraging pooling of service for the purpose of releasing busses which can be used at these plants.

The Third Avenue Railway in New York proposed to substitute busses for rail service on Third Avenue. I think that we had 300 new busses going in service there. We stopped that and made them keep on with their old rail service, and those busses were taken over by the Navy Department for use in various places.

You will be interested to know that the cars which were being operated on the Second Avenue Elevated in New York, which has been torn down, will be used here and there throughout the country where conditions are suitable for augmenting the service to and from defense plants.

I think it may be possible in some cities like New York and Chicago to release some of the busses from regular service because their traffic has not increased the way it has in some of the smaller cities. I think the Fifth Avenue Coach Co. agreed to release 30 or 40 busses the other day.

The CHAIRMAN. As I understand, Mr. Eastman, the Maritime Commission the other day entered into a contract with the Key System for transportation of workers in San Francisco Bay and Terminal Island.

Mr. EASTMAN. Yes.

The CHAIRMAN. Has any arrangement been made with similar mass transportation facilities for the aircraft plants in California, do you know?

Mr. EASTMAN. No. The rail lines out there will have to be built in order to produce a similar situation. In the cases that you speak of, where the Maritime Commission is arranging for that service, as I understand it, there are rail lines already there; that is one of the places where perhaps some of these Second Avenue Elevated cars from New York City will be used. It also happens the Key System you speak of and the Southern Pacific for a long time competed in service from Oakland and other points across the bay into San Francisco, and finally the Southern Pacific gave up that service in favor of the Key System, and the Southern Pacific cars are available for use to and from some of these defense plants out there.

The CHAIRMAN. Do you run into the freeze order in matters of this kind in getting new rails?

Mr. EASTMAN. Yes; as far as building new lines is concerned.

The CHAIRMAN. But there is nothing against the utilization of old lines or rails, is there?

Mr. EASTMAN. When the old lines are torn up, sometimes the rail is only good for scrap; sometimes it can be re-laid, and when it can be re-laid there is a terrific demand for it. The Army has all sorts of places where it wants re-lay rail.

TRANSPORTATION FOR AGRICULTURAL WORKERS

Mr. ARNOLD. Mr. Eastman, we understand that the War Manpower Commission, on May 21, 1942, announced that it would instruct the Office of Defense Transportation, together with the Farm Securities Administration, to assure adequate transportation facilities to move migrant agricultural workers. Has anything been done along that line?

Mr. EASTMAN. Mr. Beyer, do you know anything about that?

Mr. BEYER. That was the directive we looked up this morning.

Mr. EASTMAN. I wish you would say a word about it.

Mr. BEYER. The War Manpower Commission has advised that a directive would be issued and has indicated in a broad way what the directive would be aimed at, which is in essence what you have just mentioned, but the directive has not been issued as yet; it is still in the making.

Mr. ARNOLD. Has any agreement been reached with the Office of Price Administration as regards the rationing of gasoline and tires to insure adequate transportation facilities for agricultural workers?

Mr. EASTMAN. I am not able to tell you what their present plan in the East provides with respect to agricultural workers, but I am quite sure that such workers rank high up on the scale of necessary transportation.

Mr. BEYER. May I add something to that observation?

Mr. EASTMAN. Certainly.

Mr. BEYER. I understand that if agricultural workers could show to a gasoline station, or some place where gasoline was dispensed, so-called referrals of the United States Employment Service, they would be allowed the necessary gas to go on.

The CHAIRMAN. Mr. Eastman, as Chairman of the Interstate Commerce Commission you have had occasion to investigate the interstate movement by automobile or truck of beet workers from Texas to Michigan and Ohio. Do you think trucking of workers by private agents and contractors should be curtailed in order to conserve transportation equipment?

Mr. EASTMAN. As I recall the investigation we made of that subject, we found it was unauthorized and unlawful. Under the Interstate Commerce Act no one can transport passengers in interstate commerce for hire by truck or bus without operating authority from the Interstate Commerce Commission. I think these people we investigated did not have such authority and the investigation resulted in at least one prosecution. I do not think they were common carrier truck operators who have authority to haul persons in interstate commerce for compensation.

The CHAIRMAN. As a matter of fact, they have been doing it. We investigated that. You say it is in violation of law at this time to take those workers in Texas and Oklahoma and shoot them up to Michigan, 30 or 40 in 1 truck?

Mr. EASTMAN. Yes.

REDUCED FARES FOR AGRICULTURAL WORKERS

Dr. LAMB. Last week, when Mr. Corson was here, he said he was trying to work out an arrangement with your Office whereby your Office would negotiate with the railroads for reduced fares for migrant agricultural workers; have you been able to get that any further along—maybe Mr. Beyer could answer that?

Mr. EASTMAN. Mr. Wilson, here [indicating], is head of my Division of Rates. I might explain I have no authority over rates except a direction in the Executive order to negotiate with the carriers for adjustments of rates which seem necessary on account of wartime conditions.

Mr. Wilson, have you taken that particular subject up with the railroads?

Mr. WILSON. The subject has not been specifically taken up from the point of view of specific points of origin and destination because we have not been given any information with respect to the volume of movement or points of origin and destination. We have, however, discussed with the carriers what disposition they would make of a proposal to reduce rates either upon an extended round trip or party-ticket basis. We have not gone further because we are waiting until we have more information with respect to the movement. Last January and February the Department of Agriculture took up with the eastern and southern carriers a proposal to reduce rates on agricultural workers, and that proposal was declined by the carriers at that time. The carriers are now willing to transport workers at the basic coach fare of 1.65 cents in Pacific territory and 2.2 cents in Eastern territory; those arrangements can be made without further negotiation.

Dr. LAMB. Where will you be looking for this further information; will that be from Mr. Corson's division?

Mr. WILSON. We will have to find out whether the workers will move in parties or individually or from specific points of origin or scattered points, and where they are destined.

Dr. LAMB. Thus far you have not had those estimates furnished your office?

Mr. WILSON. No.

DISCONTINUANCE OF COUNTY FAIRS

Mr. ARNOLD. I see, Mr. Eastman, you have recommended that county and State fairs be dispensed with in order to save the tires of farmers and those who attend the fairs and also to save railroad traffic. Do you anticipate that county fairs will be willing or able this year to comply with that request, or have their arrangements gone ahead so far they cannot?

Mr. EASTMAN. I will ask Mr. McCarthy, who has been in touch with that, to answer.

Mr. McCARTHY. There are several fair sponsors who have indicated they would curtail their efforts this year, knowing of the attitude of the Office of Defense Transportation and knowing we were to issue that statement, and there is a question in the minds of these sponsors as to whether they can make a financial success of the conduct of the fair in the absence of people traveling from afar. There has, however, been no universal consent to curtail activities. Most of those fairs, of course, occur in the late summer and fall, and I believe our announcement will tend to cause a stopping of further plans and there will be a definite curtailment in the number held.

Mr. EASTMAN. As I recall it, Mr. McCarthy, we did get out a statement on that some time ago, after consulting with the Department of Agriculture, did we not.

Mr. McCARTHY. That is right.

Mr. ARNOLD. Of course, in your opinion it is other unnecessary travel by automobile, as well as trains, that is to be curtailed?

Mr. EASTMAN. That is right.

Mr. ARNOLD. I imagine there would be a great deal of consternation created amongst the various fair boards of the country.

Mr. McCARTHY. That consternation occurred primarily in early April. The Secretary of Agriculture sent a representative to talk with us and suggested we write a letter to the Secretary, which we did, and he broadcast the idea. The consternation occurred at that time and seemingly has quieted down.

The CHAIRMAN. Mr. Eastman, of course, we all know that the transportation problem is one of the most critical in our war effort today and that there will never be any more critical year than this year 1942; but I still have an abounding faith in the American people and I think if called upon they would furnish their own passenger cars to help transport these war workers to the plants. Has that idea been tried out? In Oakland, Calif., I know people who would be willing to take their own cars and transport war workers to work.

Mr. Eastman. The problem really is to prevent the cars now being used by war workers from disappearing from the scene; in other words, to curtail the wasteful use and make them last as long as possible. The necessity for providing them with tires may come a little later on, and I am afraid it will, but at the present time most of them are pretty well equipped with tires.

The Chairman. But they must be gradually going down.

Mr. Eastman. Yes. I think as far as the American people are concerned, they are only too glad to do anything in the world that will contribute to the winning of the war. The difficulty is that sometimes they are not satisfied that what is proposed is necessary; they are not clear what they are being asked to do will contribute to the winning of the war. But when you can get the story across to them and convince them of the facts, I do not have the slightest doubt about their willingness to respond, at least the great majority.

The Chairman. Mr. Eastman, are there any other observations you care to make?

DIVISION EQUIPPED TO HANDLE MOVEMENT OF WORKERS

Mr. Eastman. The only thing I care to suggest is, in one of the letters you sent me was the suggestion that the Office of Defense Transportation ought to appoint a special officer who could take charge of the transportation problems in connection with the movement of migratory workers. I think we are equipped to do whatever is necessary in that connection, at least so far as railroads and busses are concerned; we have the Division of Traffic Movement headed by Mr. McCarthy, an experienced railroad passenger officer. The problem follows now, how many workers it has been decided should move, and between what points, and when it is decided to move them; that would be quite similar to the problem the Army faces in troop movement. The Army negotiates with the railroads and arranges for troop movement all the time. If you can reduce this down to specific movements you want the railroads to make, we can take that up the same way the Army does and arrange for those movements. I don't think we need a new man in order to undertake that. It would be more difficult in the case of busses, I think, because I doubt whether they would be able to supply special equipment.

The Chairman. Mr. Eastman, and gentlemen, we appreciate deeply your coming here this morning and we are very grateful to you for your valuable contribution.

Mr. Eastman. Thank you.

The Chairman. Mr. Pierce, do you desire to make a statement?

TESTIMONY OF HON. WALTER M. PIERCE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OREGON

Mr. Pierce. Mr. Chairman and members of the committee, first I want to congratulate this committee and its members for the work they have done. We have seen many committees appointed in 10 years of service in Congress, but I think you are the outstanding committee; you have plowed new ground and done things, and I want to congratulate the Chairman and every one of the members of the committee associated in the work.

You have not been muckraking; you have met a condition that has developed in our country and you have tried to meet it in a straightforward way, and I think you are going to accomplish much. It indeed must have been a pleasure to have been a member of this committee.

I had the pleasure of serving on one committee for 2 years and we might have done something, but nothing has gone into the law books as yet showing what we attempted to do in that investigation.

This is an old problem. My mind goes back through half a century when I used to run a threshing outfit. We required 30 men and we recruited our men out of the itinerant workers that came from the South. These men would commence in the South, in Lower California, east of the Rockies, and go on to Oklahoma, Kansas, Texas, gradually working their way north with the season, ending the season in Canada. Each man took his own bed with him and took care of himself; he even cooked his own meals by the roadside and found his own method of transportation, but in this day and age we have to approach the problem in a different way.

Speaking particularly of Oregon, we have some crops there that demand quite a number of itinerant workers, and they drift in and out. Thirty or forty years ago they would close the stores and schools and everybody would go out and work in the fields. That has not been the case in the last few years; they rely on the workers who come north to help them, and then drift on.

We are now growing in Oregon quite a good many of these crops that demand migrant labor. The green pea business in the last few years has become a major industry in parts of Oregon, and that harvest starts about this time of year and runs for about 2 months and the help work night and day. It is only a few hours from the time the peas are picked until they are in the can.

It seems to me we have to work out a plan to take care of these itinerant workers, and I think we will have to have some department that will make it its business to work this out.

I am not acquainted with the details of the legislation you have in view but I am in hopes something will come from this committee that will provide methods of finding out where labor is needed and how it can be transported to that place, and I think that will have to be done under the supervision of the Government and not by the States or voluntarily.

I was disappointed to hear Mr. Eastman's testimony that the railroads apparently would not be of much value in the transportation of these itinerant workers. I had reached the place in my reasoning and slight knowledge of the matter where I thought the railroads would substitute for the busses and private cars. I am well aware of the fact the private car has got to give up the right-of-way quickly because there will not be any rubber for them to run on, and therefore we have to find some other method.

I hope in the legislation you propose you will point the way by which the Railroad Administrator, if he cannot find railroad facilities to take itinerant workers from place to place, will then have it done with bus transportation. There is a great opportunity here for real legislation, Mr Chairman and members of the Committee; you have a real field.

I congratualte you on the work you have done and I want to aid when the bill comes before Congress.

I would like to incorporate a letter I got from quite a large operator in which he outlines the situation quite clearly; he is a fruit exporter out in our country.

The CHAIRMAN. You will be permitted to do that.

(The letter referred to follows:)

HOOD RIVER, OREG.,
June 15, 1942.

MR. WALTER M. PIERCE,
Representative Second Congressional
Oregon District, House of Representatives,
Washington, D. C.

DEAR REPRESENTATIVE PIERCE: We are very much interested in your letter to H. G. Miller, manager of The Dalles Cooperative Growers of The Dalles, in regard to legislation to endeavor to take action which would enable agricultural interests to secure help in the harvesting of various kinds of crops in this country, not only this year but looking forward to 1943.

We believe this is the most serious problem affecting agriculture with the Selective Service taking a large part of the young men from the farms and the defense industries taking still additional quantities. The farm labor supply has reached the point where there is practically no migratory labor available such as is ordinarily the case. The farmer, we believe, in most cases is able to start his farming operations, but where additional help is needed, which calls for labor other than his own family, very serious situations develop.

In the Hood River district, which is representative of the other orchard interests of the Pacific Northwest, our serious problem is in the cherry picking and fruit thinning coming in June and July and in the harvesting of our fruit, the peak of which hits us in September and October.

The current issue of Life this week depicts very graphically what is happening to the cherry and vegetable growers in California at the present time—the statement being made that probably 25 percent of certain crops in that State is being wasted on account of the inability to secure labor. This district and, in fact, all Oregon districts recognize the seriousness of the situation. The schools all over the State are generally cooperating by dismissing school early this year and in this district, all of the grades from the seventh to the twelfth will not start until 6 weeks later than usual. School children are now working in the orchards thinning apples and will be picking cherries when the cherry harvesting season starts in about 10 days. We have, in addition to the United States Employment Office here, a grower labor center which is coordinating all the labor activities of this district. All of the business interests of this locality will cooperate in assisting in the harvest as much as possible—school children will be working—hundreds of letters have gone out to people who ordinarily work during the harvest period urging them and their families and friends to assist in the harvest this year.

We are still fearful that there will be a shortage even with all the precautions and every avenue of possible help explored.

We considered the suggestion in your letter that we must have legislation giving some person in authority to move experienced labor from point to point as the vital thing which may enable us to save the 25 percent which, from reports, are being lost to growers of some products in California. If such a program as you suggest can function within the next 90 days much valuable food supplies can be saved to the great public good and certainly to the immense benefit of the farmers who worked so long and earnestly to increase the food supplies of this country. We believe the move to allow Mexican laborers to limited entrances into this country to assist in the labor shortage should be permitted. We believe the Japanese should be not only permitted but compelled to assist in harvest operations where they will not endanger the Nation's safety. The movement of migratory workers from one district to another should be ceded so that valuable work periods will not be lost. We think that soldiers in camps should be permitted to return and assist in harvest operations where such movements do not interfere with the war efforts. All or any other projects which may so assist food preservation are certainly worthy of your interest and consideration.

We appreciate your cooperation and interest in this vital matter.

Yours very truly,

Duckwall Bros., Inc.,
John C. Duckwall.

Mr. Pierce. I would like to include that as part of my remarks.

The Chairman. Thank you.

TESTIMONY OF FRANK R. HAVENNER, FORMER CONGRESSMAN, SAN FRANCISCO, CALIF., AND PRESENTLY A MEMBER OF THE STATE RAILROAD COMMISSION OF THE STATE OF CALIFORNIA

The Chairman. I understand, Mr. Havenner, as a member of the State Railroad Commission of California, you have been in Washington for about a month and that you are deeply interested in this transportation problem, especially in its connection with the war plants; that you have investigated the rubber situation and the rail situation and have made a study of them. I have seen the rather exhaustive survey of the rubber situation and the rail situation in the State of California made by the railroad commission; this study is probably the only one of its kind in the country.

Is there anything you would like to say to the committee this morning, Mr. Havenner?

Mr. Havenner. Mr. Chairman and members of the committee, I know the hour is late, so I am not going to take up much of your time.

SURVEY OF TRANSPORTATION IN CALIFORNIA

Shortly after our entry into the war the California Railroad Commission realized a shortage of rubber would present a very critical problem in connection with the transportation of war workers to and from their jobs, and the Commission about 4 months ago instituted this survey of transportation conditions surrounding all of the basic war-production plants in California. That survey has been in progress for about 4 months. I may say we circulated half a million questionnaires among the workers in war plants out there, detailed questionnaires with respect to their riding habits, the condition of their automobiles, and so forth, and we got a very high percentage of returns by reason of the cooperation of the plant management; we got almost a 100-percent return. We tabulated the results of those questionnaires and chartered them on maps. This tabulation showed that in California, as Mr. Eastman said, from 80 to more than 90 percent of the war workers travel by private automobile; it showed that the average private automobile transporting war workers carried only 1.6 persons to and from the job, and I am sorry to say that a more recent report which we have received within the last few days indicates that that percentage is dropping, the last we had being 1.4 persons per private automobile, which indicates the efforts toward securing voluntary reduction in the use of automobiles by the workers have not succeeded up to this time.

More than 80 percent of the war workers are working in plants which have no mass transportation or very inadequate mass transportation at this time. I may say also that the figures on the condition of the tires showed that 40 percent of the automobiles used by war workers in California will be out of commission in 6 months by reason of tire failure unless additional rubber is made available; 75 percent in 1 year; 85 percent in 18 months.

The Commission therefore felt that provision should be made for the establishment of some sort of stand-by service which could function in the event of a rubber failure, and the Commission made recommendations for the establishment of such stand-by rail service in all of the principal war production areas of the State. In their recommendation they utilize wherever possible the existing rails and provide for the shortest possible connection by the laying of available rail from any place it can be obtained, and by the acquisition of some equipment for the rolling stock.

The Maritime Commission, as has been stated previously, has pretty well taken care of the transportation of its shipyard workers in California. It has entered into a contract with the Key System—Mr. Eastman, I think, was misinformed when he said they were going to utilize all existing tracks; the line which they have contracted for from Oakland to Richmond involves construction of about 6½ miles of rail not now in place. Personally, I admire the way the Maritime Commission has tackled this problem; I think they have done a job which has not been done by any other Government agency directly interested in war production. They are considering today in its final draft a similar contract with the Pacific Electric System in Los Angeles for transportation between Los Angeles and the Terminal Island area where shipyards are located, and that also involves the laying of some additional track as well as the utilization of existing track; it involves, I believe, the purchase of old abandoned cars some of which the Key route also succeeded in purchasing.

Since we have been here we have talked to the heads of the transportation systems of the Army and Navy, and also to Mr. Eastman's department. We tried to point out that the situation at aircraft factories in southern California was as critical as at the shipyards, and they recognize it. We have made recommendations for similar service to all of the major airplane factories in the Los Angeles area, and we were told by representatives of the Army and Navy and the O. D. C. that they recognized the necessity for this service and that they would endeavor to arrange some manner of financing and contracting for it.

So we are hopeful at least that in the not-distant future a usable stand-by service which may become a major operating service for the employees of the war production plants in California will be put into effect.

The CHAIRMAN. Thank you very much, Mr. Havenner; we appreciate your coming here.

Mr. HAVENNER. Thank you, Mr. Chairman.

The CHAIRMAN. The committee will stand adjourned.

(Thereupon, at 12:10 p. m., the committee stood adjourned.)

FLORIDA SUPPLEMENT

During the first year of its existence, when this committee was known as the Select Committee to Investigate the Interstate Migration of Destitute Citizens, witnesses at its New York hearings (see Part 1) and at its Montgomery hearings (see Part 2) had testified as to migration and related conditions in New Jersey and Florida. Especially in the latter State, it was realized that further investigation was advisable. Pressure of other business made it impossible to plan hearings in Florida until February 1942. After a staff had been in the field for some time, studying the area and laying the foundation for a hearing in late February, the committee's schedule was interrupted by the necessity of an immediate investigation of the evacuation of enemy aliens from Pacific coast areas. (See Parts 29, 30, 31, and Reports 1911 and 2124.) Subsequent to that investigation the committee found it impossible to reschedule formal Florida hearings. Therefore, and in view of the large volume of migration to the south Florida vegetable and sugarcane areas, Joan Pascal, Harold G. Tipton, and Irene Hageman, members of the committee's field staff, who had been working there were instructed and authorized to return to Florida and take informal testimony.

The following pages contain the testimony taken in this area, as well as a number of supplementary exhibits including three reports prepared by the committee's field and research staffs, all of which have been accepted for the record of the committee and ordered published.

TESTIMONY OF DR. JOSEPH R. NELLER, BELLE GLADE, FLA., APRIL 25, 1942

Mr. Tipton. Will you please state your name, position and address for the record?

Dr. Neller. Joseph R. Neller, biochemist in charge, Everglades Experiment Station, University of Florida, Belle Glade, Fla.

Mr. Tipton. The committee received the excellent statement you prepared and it will go into the record as it stands.

STATEMENT BY DR. J. R. NELLER, BIOCHEMIST IN CHARGE OF EVERGLADES EXPERIMENT STATION, BELLE GLADE, FLA., COLLEGE OF AGRICULTURE, UNIVERSITY OF FLORIDA

Agriculture in the Florida Everglades

There was some farming along the shores of Lake Okeechobee as early as 1900 but it was not until after the main drainage canals were completed in 1914 that attempts were made to develop the sawgrass peat lands which comprise the greater portion of the Everglades. These attempts were failures until the research work of the Everglades experiment station, in conjunction with practical observations of farmers, showed that copper sulfate was needed in soil treatments to bring the raw lands into production.

At the present time there are about 100,000 acres in production of which about 30,000 acres are growing sugarcane with truck crops over most of the rest of the cropped area. A few thousand acres are in pastures for cattle. Several hundred acres per year of new land is being cropped mostly for vegetables.

Considerable of the area that is being farmed is not under good water control. Thus the custard apple muck lands near the lake often become too dry during the dry season while the sawgrass lands that are not under adequate pump control may be temporarily flooded with resultant loss of crops. Those lands that are in subdrainage districts are subjected to some water control but for most of them there is not enough for the sensitive truck crops. Accordingly more and more of the better type farms are establishing their own pumps to augment the district pumping. There appears to be no hesitation on the part of farmers to have their farms outside of a subdrainage district and to depend upon their own water control pumps, thereby avoiding subdrainage taxes.

Water control provides for irrigation as well as for water removal and the pumps are constructed to pump water either on or off the land. The practice of moling the fields has become widespread, and these mole lines are of benefit for the more rapid movement of water either from or to the fields. Improvements in water control are taking place each year and date back to the completion of the federally constructed dike around the southern end of the lake.

It is estimated that about 500,000 acres of the Everglades consist of lands that could be farmed. New farms are being developed from this area at a more rapid rate now than heretofore. The present active demand for agricultural products has come at a time when a new area has been made accessible and possible of development along Highway 26, extending from South Bay southward. The highway provides a means of access to the area adjacent to it while the enlarged canal along the highway makes it possible to establish water control. Expansion of the farmed area will depend not only upon market demand but upon the construction of roads and water-control system as well.

The sawgrass and weed cover on new areas not cropped before are comparatively easily run down and plowed under with large plows drawn by caterpillar tractors. Establishment of water control is a matter of machine digging of canals and ditches and the placement of pumps. The total cost is estimated at $25 to $40 an acre plus the original value of the land. The annual expense thereafter amounts to $3 to $5 a year, this to include depreciation, etc., as well as operating costs.

Soil-conservation experiments at the Everglades station have shown that the higher the water table is held in these peat lands the less the subsidence or soil loss by oxidation and shrinkage. A water table held high enough for good farming practices results in less soil loss than where the water level is under less control. Most of the Everglades is overdrained during the dry season, and the main goal of the soil-conservation program is to keep the water level from getting too low on the unused lands. Achievement of this goal will also conserve or guarantee municipal water supplies for the lower east coast.

Ownership of the lands now in use is not in large holdings except for those of the sugar corporation. While a large proportion of the lands are rented to the farmers the trend appears to be for owner operation or management. These units are in the large-scale farming group of from one-half to several sections per farm. The highly mechanized nature of farm operations to which the flat, stoneless, and treeless peat lands lend themselves, together with the mass handling of field crews for the hand-labor phases make it possible for large farms to be operated more economically than small ones. Packing-house and marketing operations are in some cases also a part of a large farmer's sphere thereby saving him packing and commission charges.

The organic soils of the Everglades make efficient use of the necessary fertilizers that are added. Although nitrates leach quite readily from these soils little nitrogen fertilizer needs to be added because of the high nitrogen content of the soil. The fertilizer that has to be added does not leach excessively and the soil does not tend to make it nonavailable to crops. Consequently for a given yield tonnage there is less fertilizer expense than on most soils. Low fertilizer costs combined with the ease by which the peat and muck soils can be worked are factors that reduce the costs of production over those of other areas. On the other hand, water-control operations are a considerable expense of which there is none or very little on most mineral soils.

For a decade there has been a definite trend toward a greater diversification of crops in the Everglades. For instance, the acreage planted to beans is decreasing, while the total crop acreage is increasing. Notable among the crops that are receiving more attention are celery, lettuce, potatoes, leafy crops, and pasture grasses. Besides the work that it has been and is doing with these the Everglades Experiment Station is experimenting with various other crops. Judging from past experiences with new crops some of these may be expected to come into commercial production.

This progress in crop diversification is definitely helping to stabilize the agriculture of the Everglades in making it a less hazardous financial undertaking. The special technique and operation control that is being given to these newer crops is resulting in better farming and better farm installation and equipment. It is becoming profitable to spend more of the year in active farm operations which in turn results in better care of equipment and a better farm upkeep. In all of this development the county agricultural agents have an important part in their agricultural extension work. Incidentally most of the Everglades organic soil area is in Palm Beach County.

It would seem wise that Everglades farmers should give as much attention as possible to the growing of as many different crops as is practical. This is because one of the main difficulties has been the too frequent flooding of the market and oftentimes total loss of any returns from a crop.

The future development of the Everglades will have other problems to contend with. An important one will be the necessity of a planned expansion of new lands so that surplus water pumped from them will not exceed the capacity of the ditches or canals located in or adjacent to the farms already under water control. In general, the expansion of the cropped area as a solid block, with a water-control system designed to pump the excess waters onto the unused lands, would be the most desirable. This same system would also bring water to the farms during the dry season. Conservation of unused lands would result from such a development and the seepage problems would be less than for isolated farms under water control.

This problem of water control is one of those that work against small farmer operations in the Everglades. The small farmer region that now exists is in part of the limited custard apple muck area where some farming can be done without the use of pumps. It would seem that a directed or controlled cooperative farming operation for small farmers might work well. Some of the reasons for the probable success of such a development are: (1) The economy of large-scale farm operations, (2) the advisability for farmers to live in small villages or communities so that water-treatment systems and power and light can be made available, refuse disposal provided for, and satisfactory roads established.

TESTIMONY OF JOSEPH R. NELLER—Resumed

Mr. Tipton. We have certain questions we want to ask you. We should like to have you give us a general description of the Everglades soils.

SOIL CONDITIONS

Dr. Neller. The Everglades consists of an area of organic soils, that is the Everglades proper, where the lands are located that can be utilized for agriculture. There are two main classes of these soils, the custard apple muck and the sawgrass peat. The intermediate phase is called willow and elderberry land.

Custard apple muck is a narrow zone lying adjacent to Lake Okeechobee along the southern part of the lake, and the sawgrass peat covers most of the Everglades proper, lying farther away from the lake. Now, the custard apple muck is deeper than sawgrass peat. In general, this organic soil layer gets thinner the greater the distance from the lake. The custard apple muck is more highly mineralized. It has an ash content ranging from 35 to 65 percent. The sawgrass peat ranges from about 10 percent up to 25 percent ash. All of this area lying south and southeast of the lake is underlaid with limestone rock and, because of the presence of the rock immediately beneath the organic soil layer, the peat or muck soil is sweet in nature and never needs liming.

Miss Pascal. Approximately how many acres are there of these muck lands?

Dr. Neller. I can't give you right now more than approximate figures on custard apple muck. I believe it is about 30,000 acres.

Mr. Tipton. And of the willow and elderberry?

Dr. Neller. These are of about the same extent while the sawgrass peat covers hundreds of thousands of acres, of which it is estimated on the basis of surveys about 500,000 acres would be suitable agricultural lands. There are about 100,000 acres of this land in use.

Mr. Tipton. Of that 500,000 acres that you mention as being suitable, is part of that suitable only for pasture but not for vegetable crops?

Dr. Neller. If put under proper water control, it would all be suitable for general farming such as we have in the Everglades. However, the custard apple zone will probably always be a little warmer than the sawgrass peat farther away from the lake. At the present time, the unused sawgrass peat areas are very cold, that is, temperatures get low in the wintertime, but we know from experiments and from temperature records that the sawgrass peat lands warm up so to speak after they have been put into cultivation.

Miss Pascal. What is the reason for that?

Dr. Neller. That is because the water table is kept higher and because the loose mulch-like covering which is under the sawgrass is replaced with cultivated crops and in so doing the loose top material is consolidated by oxidation and compaction so that there is a better movement of water from the soil below. In cultivated lands there is less rapid radiation of heat than in virgin lands and in addition to that there is a greater retention of heat because there is more moisture in the soil since water has a high specific heat-retention factor. In general, you know organic soils do not have the capacity of heat retention that mineral soils have and that is one of the reasons that organic soil areas have more frequent frosts than mineral soil areas lying in the same latitude.

Mr. Tipton. Will you tell us about the mineral content of the soil?

Dr. Neller. Well, the elements with which we are especially concerned are plant food elements, of course, and organic soils such as those of the Everglades, especially the sawgrass peat, are very low in most of these mineral elements. These soils respond to application of potash especially and also phosphate as well as several of the minor elements, such as are carried in copper sulfate, manganese sulfate, and zinc sulfate. The soil contains a large amount of nitrogen compounds, however, and nitrogen in the form of ammonia and nitrate is made available by biological processes generally at a rate entirely sufficient for plant crop needs so that we seldom need to use nitrogen in fertilizer.

Miss Pascal. Under what circumstances do you use nitrogen?

Dr. Neller. Well, in seed beds where there is intensive cropping, especially during the winter months when the temperatures are low and this biological activity which releases the nitrogen from the soil, is relatively slow. Also during the winter months where you have a crop growing that requires very large amounts of nitrogen, such as celery for instance.

Mr. Tipton. So that, as a general rule, some nitrogen is used in celery growing?

Dr. Neller. For celery growing; yes.

Mr. Tipton. A moment ago you mentioned oxidation and compaction of the soil. Will you explain, please?

Dr. Neller. According to the experimental results that we are obtaining here at the Everglades station, the subsidence is caused almost entirely by the slow oxidation of the soil that takes place when the water table is lowered by drainage so that the soil becomes subjected to aeration. Experiments show that the rate of subsidence is entirely dependent upon the level at which the water table is kept in the soil. There is some compaction also, which causes what is known as subsidence. The problem in soil conservation is to keep the water table as high as possible on the unused lands as well as upon the lands that are being farmed.

Miss Pascal. Therefore, in order to keep subsidence at a minimum, one should keep uncultivated lands flooded?

Dr. Neller. Yes; or almost flooded.

Miss Pascal. And lands not cultivated in the summer should be kept flooded, if possible?

Dr. Neller. Well, yes; in the summertime many of the cultivated fields are not in use so that the water could be kept higher on those fields for at least a short period of time; but the greatest soil loss occurs during the dry months of the year which corresponds to the winter months of the northern latitudes, and that's a time when crops are growing. On lands with insufficient water control the establishment of a more constant water table level would result in better crops as well as more soil conservation.

Miss Pascal. Would subsidence be minimized by plowing under cover crops or bean vines?

Dr. Neller. Yes; to a certain extent. However, after cover crop materials have been turned under for a while they leave a very small amount of residue as compared with the loss of the organic matter of the soil itself.

Mr. Tipton. You mean that keeping the water table high for as much of the year as possible is more satisfactory in checking the rate of subsidence than would be attempts to add to the soil by plowing back cover crops?

Dr. Neller. Yes. In other words, you can't replace soil losses very much with cover crops when you are considering organic soils.

RATE OF SUBSIDENCE

Mr. Tipton. How about the rate of subsidence?

Dr. Neller. Well, as I said, the rate varies directly with the height at which the water table is kept. According to our subsidence measurements, the rate of subsidence on farm lands appears to be about an inch a year at the present time but with better water control, and better water control is being introduced more and more, it can be expected that this rate of subsidence will decrease because besides drainage better water control means holding the water table closer to the surface during the dry months of the year.

Mr. Tipton. Are there different suitable water tables for growing various crops?

Dr. Neller. Yes; within rather narrow limits, however. For instance, celery requires a higher water table than beans or corn. The generally accepted suitable water table for celery ranges from 18 to 24 inches, but for beans and corn it could be lower, provided the soil carried enough moisture in the surface layers to permit the seed to germinate and the root system to be established.

Mr. Tipton. What crop here in the Everglades will tolerate the highest water table?

Dr. Neller. Probably grasses. Also some varieties of sugarcane that we have bred and selected for that very purpose on the station farm. That brings up another matter for consideration and that is the fact that certain crops like grasses and sugarcane will tolerate periods of high water for a longer time than quick-growing, sensitive crops such as beans.

Miss Pascal. Then, certain crops, such as these grasses and sugarcane, would be less subject to damage by floods?

Dr. Neller. That's right, which means periods of high water.

Miss Pascal. Do you believe that, in the long run, this matter of subsidence is a very serious problem for the Everglades?

Dr. Neller. Yes, unless ways and means are found to keep the water table higher, especially on the unused lands—the lands that are not in use at the present time but will be needed later. There is considerable experimental investigational work being carried on at the present time to remedy that situation. The Soil Conservation Service of the United States Department of Agriculture has what is called an Everglades project dealing with that very matter, and they are working in cooperation with various other agencies such as the U. S. Geological Survey, various municipal organizations, and, of course, the Florida Agricultural Experiment Station system. I should include in that list other State organizations such as the department of geology. There should be included also the work of the United States Engineers because they surveyed and built the Federal dike which extends around the south end of Lake Okeechobee and which is a very important factor in all of these matters relating to a better agriculture and in the possibility of better use of water for the preservation of the soils of the region.

Mr. Tipton. Has there been a noticeable decline in the elevation of any of the Everglades lands due to subsidence?

Dr. Neller. Yes; a very considerable decline but not noticeable because it isn't visible.

Miss Pascal. Can you give us any idea as to how much that decline has been?

Dr. Neller. In giving any figures you need to consider first that the soil of this region, before any drainage was brought about, was very loose and fibrous so that after drainage was established there was at first a rapid loss of soil level.

Miss Pascal. Was that rapid loss due to compaction rather than oxidation?

Dr. Neller. Yes; due to both. A peat soil is formed because of the fact that swamp conditions existed which prevented very complete oxidation of the organic material. As soon as a soil of that type is drained the more easily oxidizable material oxidizes first and at a more rapid rate than the remainder does later. Those are the factors, then, that cause the rate of subsidence to decrease after lands have been drained for a period of time.

Mr. Tipton. Then, on that basis, can you give us any statistics on the amount of decline?

Dr. Neller. Adjacent to the Hillsboro Canal and about 3 miles east of Belle Glade which is a typical sawgrass peat soil, the level has subsided between 4 and 5 feet below the original level that existed before the canal was dug.

Mr. Tipton. When was the canal dug?

Dr. Neller. The canal was dug about 1912.

Mr. Tipton. How deep is the sawgrass peat here at the station?

Dr. Neller. It is between 6 and 7 feet deep.

Miss Pascal. Then, in a period of 20 years, 40 percent of the land has disappeared?

Dr. Neller. No; you can't say that because these surface layers that I mentioned were very fibrous and very loose and oxidized more rapidly than the soil that is left.

Miss Pascal. So that, in the next 20 years, you would not expect another 40 percent to disappear?

Dr. Neller. Oh, no. The rate is about an inch a year, and we have reason to believe that it will decrease especially if we hold our water table higher during the dry months.

Mr. Tipton. This would mean, would it, Dr. Neller, that in order to protect the soil, a good deal of education of farmers and a good deal of cooperation from farmers with Government agencies interested in these conservation programs, will be necessary to keep this subsidence at a minimum?

Dr. Neller. Well, in reference to the lands that are being used for farming at the present time, the farmer, of course, is concerned in profits from crop production and with better methods of crop production he will just naturally keep his water table higher and constant and in so doing will conserve the soil and that's the type of progress or development that is taking place.

RECOMMENDATION FOR EVERGLADES DEVELOPMENT

Miss Pascal. Because of this problem of soil conservation and because of the relationship between drainage and soil subsidence, does it make a difference as to where new land brought under cultivation is developed?

Dr. Neller. The ideal method of development or utilizing the organic soils of the Everglades would be to keep the farmed area in a compact unit and enlarge it out from that area as increased acreage is needed. However, that situation certainly does not exist and since it does not, it should be approached as nearly as possible. Farmers realize this also because they know that it is easiest to keep the water table that they need if a similar water table exists in the areas around their farms. The use of lands in the Everglades depended upon the ability to get to them by means of roads and the roads were possible after the canals were dug. The roads are built along the banks of the canals. So lands that are in use and that are being put in use are, for the most part, those that lie along canals.

Miss Pascal. Has there ever been any suggestion made or plan proposed for an orderly development of the Everglades?

Dr. Neller. Only as to principles involved. The Soil Conservation Service is constructing field works which will enclose fairly large areas, which will give us the answers to some of these questions as to how long water can be kept on land after it is placed there, especially during the dry months of the year and investigations by the various agencies that I mentioned are determining how much water is available and what is becoming of it at the present time from the standpoint of evaporation, run-off, seepage, as balanced against the rainfall and the water that is led into the Everglades region from the watershed areas that feed water into the lake.

METHOD OF LAND DEVELOPMENT

Mr. Tipton. I wonder if you would describe for us the process of bringing new land under water control and also the process of preparing that land for cultivation?

Dr. Neller. Assuming that you have an outlet for the water which needs to be pumped off from the land, such as one of the main canals running through the region, the placing of an area of new land under water control is a fairly simple, inexpensive operation which consists in digging canals and smaller ditches of suitable size through the area, a section of land for instance, and establishing pumps of the right capacity to pump this water into the outlet canal. The digging of these canals and ditches furnishes material for the low levees that surround the area to keep surface water from flowing onto it. You understand that these Everglades areas or organic soils are almost flat with a slope of just a few inches to the mile southeast from the Lake. After the field ditches and canals have been dug, the moling operation facilitates the removal of water from, as well as the water to, the fields. I should state, however that the sawgrass growth is plowed under and disced several times so as to prepare the fields for the moling operation. This plowing and discing should be done during the dry season preceding the wet, warm, summer season, during which time the sawgrass growth material that has been plowed under as well as the roots of the sawgrass and other plant growths decompose.

Miss Pascal. What sort of plow is used?

Dr. Neller. The plow that is usually used is a large moldboard plow. Some of the newer type plows are very large-size disc plows and seem to be quite effective. It is essential that there should be a period of decomposition during the summer before the land is moled and cropped. Moling operation results in the establishment of a circular opening extending from the drainage ditch out through the field at a depth of about 30 to 36 inches beneath the surface of the soil. This mole drain is made by a tractor-drawn machine which draws a six-inch cylinder beneath the surface of the soil at the depth indicated, without breaking up the soil itself. This is because the mole is attached to a narrow blade of steel extending up to the wheels carrying the machine.

Mr. Tipton. So that, essentially, you have a small tunnel connecting the ditches.

Dr. Neller. That's right. Opening up into the drainage ditches. This tunnel is formed by compression of the peaty material and at first is generally 6 inches in diameter which is the size of most moling machines. Measurements have shown that this diameter reduces to about 4 inches and this opening remains in the soil for the conduction of water either to or from the field for several years, provided it isn't broken down by heavy traffic across the mole lines.

Mr. Tipton. How far apart in the field will these mole tunnels be?

Dr. Neller. They are generally from 12 to 15 feet apart.

Miss Pascal. Are there any other areas in the United States where this moling system is used?

Dr. Neller. I believe not. It was introduced here by the Everglades experiment station and was modeled after a similar system that has been used for years in the fenlands of England. This moling operation is suitable only for muck lands.

CROPS ON NEW LAND

Mr. Tipton. After the land is moled, is it then ready for planting?

Dr. Neller. It is for some types of crops; that is, after it has been disced several times, and especially if it has gone through a summer period to allow the processes of decomposition to take place; but newly plowed and developed peat lands are not as good agriculturally as they will be 2 or 3 years later.

Mr. Tipton. How many months would it be from the time of the first plowing until the first crop could be planted?

Dr. Neller. There are some crops such as para grass, which can be planted soon after plowing and discing, but for vegetable crops it generally takes a full summer period of 5 or 6 months between the time of plowing and the planting of the crop.

Miss Pascal. And vegetables can be planted the next winter?

Dr. Neller. Well, on lands newly developed they generally plant such crops as potatoes and cabbage.

Miss Pascal. There are certain crops which can be planted successfully on this new land and other crops should not be planted until after 2 years?

Dr. Neller. Yes; better results can be expected then.

Mr. Tipton. Is this process of bringing land under water control and breaking up the soil a costly proposition?

Dr. Neller. Fairly costly. On the average it appears that the cost of ditching, together with the establishment of suitable pumps, ranges from $20 to $35 an acre.

Mr. Tipton. What is an economic sized unit for bringing under water control and cultivation?

Dr. Neller. Areas of 80 acres and upward.

Mr. Tipton. On the basis of an 80-acre plot, the cost for water control, pumps, and so on would run from $20 to $35 an acre?

Dr. Neller. Yes.

Mr. Tipton. You say that an 80-acre plot is the minimum on which it would be profitable. What would be the optimum or ideal size?

Dr. Neller. The optimum is probably about a section because the drainage designs lend themselves to a section of land and the larger the area the less the owner has to contend with adverse seepage conditions around his area.

Miss Pascal. Is bean acreage in the lake district expanding at the present time?

Dr. Neller. Up to a year or two ago it was decreasing. Under the present situation it may be expanding but on the average the development of more diversified farming has resulted in considerably reduced bean acreage, since beans were about the only crop they used to grow to any extent, while at the present time there are several other types of vegetables as well as pasture areas that are being used.

Miss Pascal. What are the other more important vegetables?

Dr. Neller. Cabbage, potatoes, celery, and other leafy crops, tomatoes also.

Miss Pascal. How would you explain the fact that beans declined in acreage up to a couple of years ago?

Dr. Neller. That's because oftentimes the production exceeded the market demand and prices were very unstable.

Mr. Tipton. So that bean acreage in the Glades was overexpanded in terms of the market existing a few years ago?

Dr. Neller. Yes.

VEGETABLE CANNING

Mr. Tipton. Is a market being developed for beans for canning purposes?

Dr. Neller. Yes; there is a modern canning plant that has recently been constructed in Belle Glade which is now ready for operation and considerable acreage of beans has been planted under contract agreements with the canning plant.

Mr. Tipton. Have any beans been hauled out of this region for canning purposes?

Dr. Neller. Yes; they have.

Mr. Tipton. Where did they go, do you know?

Dr. Neller. I believe they went up into the central part of the State.

Mr. Tipton. Do you think that there is a future in the lake region for the development of a canning industry both in beans and in other products?

Dr. Neller. It is quite apparent that there is a future for beans. As to whether there is for some of the other vegetables will remain to be seen, considering the varieties being grown at the present time, but it is entirely probable that varieties can be grown that will be suitable for canning if those now here are not.

Miss Pascal. Are the tomatoes that are grown down here suitable for canning?

Dr. Neller. Not the way they are being grown now because they are picked too green.

Miss Pascal. Can a suitable variety for canning be grown here?

Dr. Neller. That would have to be determined.

Mr. Tipton. Why is it that beans go through packing houses in this area but are field-packed in Pompano?

Dr. Neller. Beans used to be largely field packed but, with the development of better methods of farming and of packaging vegetables, it has become profitable to put the beans through a packing house for grading and cleaning to get a more stabilized product. The same improvement has taken place with other vegetables and many of them are precooled by either the wet or dry method, depending upon the kind of vegetable, after which they are shipped in refrigerated cars or trucks. The appearance of the pack has been improved a great deal also, especially with such vegetables as celery. All leafy vegetables such as lettuce are precooled.

Miss Pascal. Can you tell us what the cost of grading is?

Dr. NELLER. I would say it ranges from 10 cents a package upward.

Miss PASCAL. Does that include the cost of container?

Dr. NELLER. No; it does not, nor the commission for selling.

EXPANSION OF CELERY ACREAGE

Miss PASCAL. Is the celery acreage expanding in this region?

Dr. NELLER. Yes; it is expanding rapidly.

Miss PASCAL. Do you anticipate considerable increase in celery acreage in the next few years?

Dr. NELLER. Considering the normal expansion, I do not anticipate as rapid an expansion as we have had the last few years.

Miss PASCAL. About how many acres of celery is being grown here now?

Dr. NELLER. About 2,000 acres this year.

Miss PASCAL. Why don't you think expansion will be as rapid in the next few years as it has been the past few years?

Dr. NELLER. Because the supply of celery from this State may exceed the demand. So far the acreage for the State as a whole has not increased much but it is shifting down this way.

Mr. TIPTON. Can you tell us how production costs for this region compare with other regions?

Dr. NELLER. Only in a general way. I can say that these soils of the Everglades make good use of the fertilizer, and because one of the important limiting factors, which is water, is insured throughout the crop season the yields are generally higher than on many mineral soil areas. Nitrogen, which is one of the costlier factors in most mixed fertilizers, is not needed to any extent here in the Everglades.

Mr. TIPTON. Is there much lettuce grown in the Everglades?

Dr. NELLER. Not very much at the present time, but the acreage is increasing since the introduction a few years ago of types which produce firmer heads.

Mr. TIPTON. Is this an iceberg type lettuce?

Dr. NELLER. Yes, that's the iceberg type.

Mr. TIPTON. And those introductions are being successful?

Dr. NELLER. Yes, they are, considering that lettuce is very sensitive to changes in weather conditions.

Miss PASCAL. What is the chief weather condition that affects lettuce?

Dr. NELLER. Too much warmth and rain.

Mr. TIPTON. Do you anticipate considerable expansion in lettuce acreage in the future?

Dr. NELLER. I anticipate some expansion.

DIVERSIFICATION TO REDUCE WEATHER HAZARDS

Mr. TIPTON. Does the tendency in the Everglades to diversify serve to reduce the weather hazards of farming?

Dr. NELLER. Yes, it does; because many of the crops that are being introduced or expanded are more frost resistant or they are crops that grow during the summer months.

Miss PASCAL. We have been told also that, if a farmer has all of his acreage planted to one crop and he gets a freeze, he loses everything but, if he has it divided between several crops coming at different times of the season, he may lose one crop but he will make a good crop in something else which won't be adversely affected by that particular weather condition. Would you say that was accurate?

Dr. Neller. Yes; that's true, except that a series of planting dates for a given crop helps to reduce hazards to frosts and overproduction. With a more diversified crop program the harvesting period is extended over a greater interval and there is less liability of the region producing any one crop in excess of the market demand.

Mr. Tipton. Of the major crops grown, which would you say are the most frost resistant and which are the least frost resistant?

Dr. Neller. Some of the most frost resistant vegetables are celery, cabbage, and other leafy crops. Beans are about the most susceptible to frost, as are potatoes.

Mr. Tipton. How low a temperature will celery stand?

Dr. Neller. Well, celery is not affected by an ordinary frost and will stand even lower temperatures for short periods of time. By that I mean that the plant may be affected but it will grow out new leaves and throw off those that have been frosted.

Mr. Tipton. That would have the tendency to delay the crop but not ruin it?

Dr. Neller. Yes; that oftentimes occurs.

Miss Pascal. We have been told that a great many more of the farmers are diversifying in the direction of cattle fattening in the past year or so. Would you say that was a distinct tendency down here?

Dr. Neller. Yes; it is with a few of the farmers at least on the peat and muck soils of the Everglades.

Miss Pascal. What types of pasture grasses are being used for fattening cattle?

Dr. Neller. We are finding and introducing several grasses which are suitable and especially those that are more frost resistant than such grasses as para, which is very common in the region.

Miss Pascal. Why is it that cattle are just fattened down here? I understand that they are bred in the Kissimee River Valley and brought down here when the pastures up there aren't good for winter fattening.

Dr. Neller. That's because the winter pastures in the Everglades furnish more grazing than the range lands farther up in the State.

Miss Pascal. But the cost of transporting the cattle down here must be pretty high. Why is it that the breeding of the cattle isn't done down here, too?

Dr. Neller. Well, the breeding of the cattle is a little more difficult task than shipping them in and feeding them for a short period during the cooler months of the year. However, the experience that we are having here with a herd of pure-blood Devon cattle that we have had for 11 years shows that cattle can be grown here in the Everglades satisfactorily and profitably, provided the requirements for the herd are known and met. Our experiments have shown that there are deficiencies in the grass and possibly in the other feeds that are grown on organic soils which need to be corrected in order to obtain normal growth of the animal.

Mr. Tipton. But these elements can be added either to the soil, so that the grass has them, or to cattle feeds?

Dr. Neller. Yes; and that is being done. In addition, experiments have shown that certain mineral mixtures can be added to the salt that the cattle receive to help correct these deficiencies. However, the problem has not as yet been entirely solved. We have found that normal growth and reproduction has been obtained with our herd, provided we fed a small amount of cottonseed meal to the growing animals along with the grass that they receive in the pastures. The mineral mixture that was previously mentioned is before the cattle at all times and, at present, this contains copper, iron, calcium, phosphorus, and cobalt.

FARMING STABILIZED THROUGH DIVERSIFICATION

Mr. Tipton. Has this tendency toward diversification between vegetable crops and diversification between vegetables and other crops, and, I have in mind, cattle, lemon-grass, and so forth, made farming in the region a more stabilized type of farming than it previously was?

Dr. Neller. Yes, it has, and since it is requiring better water control all the year round the farming operation is becoming more stabilized and of a more permanent character.

Mr. Tipton. Are more farmers buying land now, than previously?

Dr. Neller. Apparently so.

Miss Pascal. In a recent issue of the Belle Glade Herald there is an article about the increase in landownership. It says that until 1938 local farmers were not landowning conscious and that since then there has been a very great increase in the purchase of land. Would you say that this was true as a general statement, and what reason would you give for this desire to own land in the last 4 years?

Dr. Neller. Well, the possibilities of the region are becoming more and more evident with this program of diversification and with the development of better farming methods. And, of course, prices of agricultural products are better now because of the war. It is to be hoped that excessive expansion will not take place so as to cause a situation such as existed in some farming sections after the last war.

TYPES OF FARMING

Mr. Tipton. Do you consider this region best adapted to small-scale agriculture or to large-scale operations?

Dr. Neller. It is quite apparent that it is better adapted to large-scale operations. That's because the farming is done with machinery, expensive in nature, which is used most profitably when it can be used as much of the time as possible, sometimes night and day, and because the operation needs to be on a large enough scale to permit the most efficient kind of machinery. The field labor, of which there is a large amount used, is on the group system in Everglades farming.

Mr. Tipton. In view of what you have said about the large-scale operation, do you see any future in the Everglades for the small farmer?

Dr. Neller. There are certain areas in the Everglades, especially those along the eastern side of the lake, where small-scale farming is quite successful now. Those are areas where some special crops can be grown and where farm pumping is not so necessary and where some of the drainage of the region is taken care of by the drainage districts.

Miss PASCAL. How small a farm can be successful in that particular area?

Dr. NELLER. I believe that some of those farms are as small as 5 or 10 acres. However, it does seem that small-scale farming could be quite successful on a cooperative basis. By so doing, the cooperative could employ large-scale farming methods with machinery, and so forth, and the farmers could live in small villages. It seems to me that that is the ideal way for farmers to live here in the Everglades. It would then be possible to have such conveniences as water systems, good roads, power and light facilities, sewage disposal, and so forth. As you know, there are no wells in the region. All of the water that is usable is obtained either as bottled water or rainwater or from water plants in which the water from the canals or lake has been treated.

Mr. TIPTON. Speaking of cooperative farming ventures, are you familiar with the project that the Farm Security Administration is developing on the eastern side of the lake?

Dr. NELLER. Yes; I am fairly well familiar with it, as the Farm Security people have consulted us on several occasions.

Mr. TIPTON. Is that the sort of thing that you had in mind when you recommended cooperative development?

Dr. NELLER. Yes; it is.

Mr. TIPTON. I wonder if you could tell us anything about the tendency toward the integration of growing with packing and selling operations?

Dr. NELLER. That's one of the features that favors large-scale farming because several of the large farmers have their own packing plants and probably their own marketing facilities as well as their own purchasing departments. Having their own packing plants, they do not have to pay others for the profits involved in packaging and in selling. Oftentimes they also process crops for some of the smaller farmers. Sometimes the only profit that results from a crop is that involved in the cost of processing and selling.

Mr. TIPTON. What is the largest single acreage you know of that is planted to one crop? I mean, in one block.

Dr. NELLER. I can recall fields of potatoes and celery covering 160 acres.

Mr. TIPTON. What is the largest amount of any one crop, that you know of, that a single grower ever produced?

Dr. NELLER. Some of the growers have had in the neighborhood of 500 acres of potatoes or 300 or 400 acres of celery, with probably much larger acreages of beans in some cases.

STABILIZING LABOR REQUIREMENTS

Mr. TIPTON. With regard to the seasonality of farm-labor employment in the Glades, to what extent do you think the working season can be lengthened by means of crop diversification?

Dr. NELLER. It is being lengthened to a considerable extent. For instance, with celery, a grower starts with the seed beds as early as July and continues with his cropping until the last harvest in late May.

Miss PASCAL. During what part of that period does the celery grower require the peak number of laborers?

Dr. Neller. During the harvesting period, which extends from about the middle of December to the first of May.

Miss Pascal. And about what proportion of the harvesting peak requirements are needed during the planting and growing season?

Dr. Neller. As far as celery is concerned, I don't believe there is any great labor peak. The planting operations are extended through the harvesting period, at least during the first part of the season. There are, however, distinct labor peaks here in the Everglades, in the fall and in the spring, caused mostly by the bean and potato crops.

Mr. Tipton. Was there a farm labor shortage in the lake region this year?

Dr. Neller. Yes; there was and there still is to some extent, apparently. In other words, I understand that the sugar corporation couldn't get labor enough to properly strip their cane or to weed the fields after the cane had been cut.

Miss Pascal. Did the vegetable growers have an adequate supply during most of the season?

Dr. Neller. No; they did not. However, in my estimation, the labor situation didn't become as acute as was anticipated.

Miss Pascal. To what extent do you think that introduction of new crops, such as the crops being contemplated by the sugar corporation, sweet potatoes, peanuts and so on, will reduce the extreme fluctuations of labor requirements that have been characteristic in this area for a number of years?

RAMIE PRODUCTION

Dr. Neller. I think that some of those crops will reduce the labor fluctuations to a very marked extent. In other words, such crops as peanuts and sweet potatoes grow during the summer and need to be cared for and harvested during the summer months. There are some other crops that are summer-loving crops also, such as ramie, which has possibilities for fiber and may become a crop of importance in this region, if and when successful methods of harvesting and caring for the crop, such as decortication, are worked out for a climate such as we have here in southern Florida.

Miss Pascal. The ramie operation which is being started at the present time, is, as you said, only experimental?

Dr. Neller. Yes; only in an experimental stage.

Miss Pascal. Are they setting up a mill for processing down here?

Dr. Neller. Not yet, as far as I know. However, there is experimental work going on relating to the harvesting and decortication of the crop in the field.

Mr. Tipton. Just what is ramie and what are its uses?

Dr. Neller. Ramie is a plant which contains a fiber of a character that would take the place of linen very well and possibly be better than linen in some cases.

Miss Pascal. Where is it grown at the present time?

Dr. Neller. At the present time it is being grown in China, somewhat in the Caribbean countries, and also in the Philippines.

Miss Pascal. Is this the first experiment in growing ramie in the United States?

Dr. Neller. No; ramie has been grown and experimented with in southern Louisiana and also some of the other portions of the Gulf States.

Miss PASCAL. Has it been successful there, do you know?

Dr. NELLER. No profitable methods of harvesting and decortication have been worked out in this country. That's because the production of ramie fiber in the Orient is based upon very cheap labor.

Miss PASCAL. We are very grateful, Dr. Neller, for your cooperation with our work, for the information you have given us today, and for that contained in the statement you prepared for us.

TESTIMONY OF MARK R. TENNANT, CHAIRMAN OF THE BOARD OF COMMISSIONERS, EVERGLADES DRAINAGE DISTRICT, MIAMI, FLA., APRIL 21, 1942

Mr. TIPTON. Will you give the reporter your name, position, and address?

Mr. TENNANT. Mark R. Tennant, chairman of the board of commissioners, Everglades Drainage District of Florida, Miami, Fla.

Mr. TIPTON. To begin, would you tell us briefly something of the financial history of the Everglades drainage district?

DRAINAGE PROGRAM

Mr. TENNANT. The lands in the Everglades district were originally patented to the State of Florida by the Federal Government as a result of what is known as the Swamp Act of 1850, which transferred to the State all of the overflowed lands within its boundaries.

It was specified in the Swamp Act that the money received from the sale of swamp lands should be spent in the drainage of the area. Shortly after the turn of the century, plans were made for the drainage of the Everglades and, after a few years, it became evident that other funds would be necessary. As a result, bonds were issued from time to time as work proceeded, and, in 1925, all of these bonds outstanding were gathered together and refunded into one issue which has been very largely outstanding ever since. At that same time the Florida legislature passed an act which has been construed by the courts as part of the contract supporting these bonds. In 1931 this bond issue went into default, due to the general economic collapse of the country, and remained in default for a period of 10 years or until they were refunded through the Reconstruction Finance Corporation in 1941.

Mr. TIPTON. When was the present board of commissioners of the Everglades drainage district appointed?

Mr. TENNANT. As I recall, the preceding set-up was one over which the board of internal improvement had control and that control was taken over by a board of local people. Originally the same men who were members of the board of internal improvement at Tallahassee were also ex-officio members of the board of commissioners of the Everglades drainage district. In 1931 the legislature passed an act which changed this so that the commissioners were all local men, living within the Everglades drainage district.

Mr. TIPTON. Were any of the members of the old board of internal improvement ever on the Everglades Drainage District Board?

Mr. TENNANT. Not since the 1931 act, which required that the members of the new board be residents of a county which had land within the district.

Mr. Tipton. Has the board of internal improvement any interest or any control of any drainage activity in the Everglades at the present time?

Mr. Tennant. Only indirectly. By virtue of their membership on the board of internal improvement, they control the land owned by the State, and the State of Florida owns in fee something over 800,000 acres which have never been deeded out and are within the district. Also the Governor of the State of Florida, who is ex-officio member and chairman of the internal improvement board, appoints the members of the Everglades Drainage District Board from people within the district.

Mr. Tipton. Are the trustees of the internal improvement board now selling any land owned by the State?

Mr. Tennant. Yes; they sell land from time to time.

Mr. Tipton. Is there much sale for that type of land to which the State still has title?

Mr. Tennant. I would say considerable sale. I might say, too, that because of the workings of what is known as the Murphy Act, the State has come into title and possession of a very large area within the district, in addition to those fee lands which I referred to just a moment ago.

SUBDRAINAGE DISTRICTS

Mr. Tipton. I want to come back to the Murphy Act again a little later. Now, the Everglades drainage district just services the area with respect to major canals and major water control. There are then subdrainage districts which control the water table in the particular areas within the main district, is that right?

Mr. Tennant. Yes; the funds represented by this bond issue were spent for the main outlets, which are used by these subdrainage districts in their control of the water table, making it practical to actually farm within their areas.

Mr. Tipton. Is there any connection between the drainage district and the various subdrainage districts? That is to say, does the board of commissioners have anything to say about activities of the subdrainage districts?

Mr. Tennant. None whatever. The Everglades district retains legal control of all of its own works, which may be used by the subdrainage districts. Beyond that there is no control.

Mr. Tipton. Decisions as to developments of particular areas within a subdrainage district are up——

Mr. Tennant. Entirely up to the board of commissioners of the subdrainage district.

Miss Pascal. In how large an area was farming possible without further drainage after the main canals were dug?

Mr. Tennant. A very restricted area. You might say almost no area at all, because we have found that it is not practical to farm here in Florida without positive water control, which means ability to take water off the land and also put water back on the land. That function is carried out by the subdrainage district. However, before there was any effective drainage at all in the Everglades there was an area of land known as the custard apple muck, a low ridge around the edge of Lake Okeechobee, where considerable farming was done.

Miss Pascal. Was that done before the canals were put through?

Mr. Tennant. Yes; before they were completed. Of course, it was rather precarious.

Miss Pascal. Because the lake would overflow very readily?

Mr. Tennant. Yes.

WATER CONTROL BY GROWERS

Miss Pascal. Of course, the activities of the subdrainage districts vary a good deal, I imagine, but could you tell me whether any of them provide complete water control? I mean, can the subdrainage district actually give complete positive water control for the farm lands in the district or is it necessary for the farmer in most of the districts to put through smaller ditches and maintain pumps?

Mr. Tennant. It is true that the farmers almost always have some further works of their own on their farms, such as ditches, a smaller pump, and a series of small openings known as mole drains, which are made by a machine which draws a bullet-shaped instrument underground 3 or 4 feet, which resulting drain in turn empties into the ditches and makes it possible to drain every foot of the land in any given field. That is done by the farmer himself and not by the drainage district.

Miss Pascal. Is it possible to farm without these individual drainage systems?

Mr. Tennant. I would say not, for safe farming.

DRAINAGE TAXES

Mr. Tipton. We understand that drainage taxes are levied by the districts to finance the improvements. Will you give us the data on the tax rates for the Everglades drainage district?

Mr. Tennant. As stated previously the general bond refunding occurred in 1925 and the district was completely zoned as to benefits. Six district zones were created and each zone was required to pay a certain annual tax per acre as reflected by the following table:

Zone	Acres	Tax rate	Zone	Acres	Tax rate
1	180,870	$1.50	6	2,132,406	$0.06
2	314,672	1.10	School	94,092	
3	340,747	.90	Exempt	89,534	
4	361,660	.80			
5	962,270	.80	Total	4,476,251	

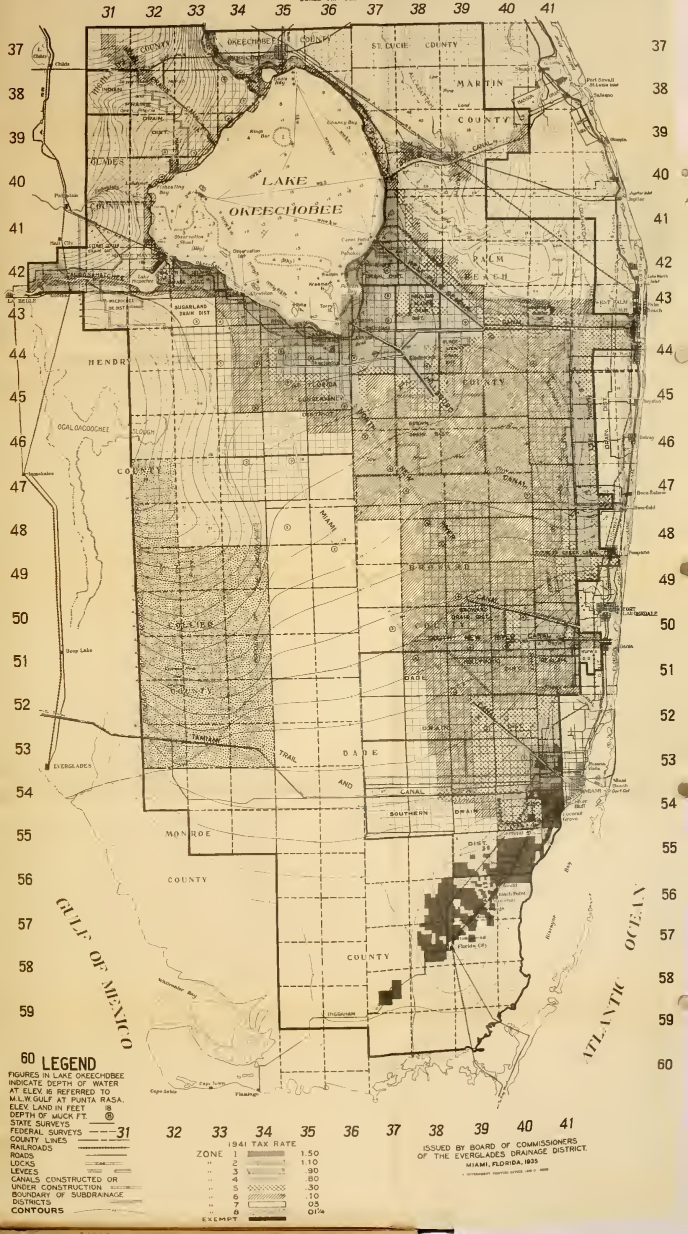
The total assessment, if paid, would amount, on the basis of these figures, to $2,111,205.00. In 1937 the district was again zoned in an attempt to make the tax structure more realistic, as it was generally recognized that the zoning of 1925 was entirely impossible from a practical point.

Mr. Tipton. It was under the 1925 zoning that the bonds were defaulted, is that correct?

Mr. Tennant. Yes. Their 1937 rezoning was attacked by the bondholders and declared unconstitutional by the courts because it impaired the security behind the bonds, as in a great many instances the taxes were lowered. Again, in 1941, when the general refunding

MAP OF
EVERGLADES DRAINAGE DISTRICT
OF FLORIDA

SCALE 1 in = 6 mi


LAKE OKEECHOBEE
OKEECHOBEE COUNTY
ST. LUCIE COUNTY
MARTIN COUNTY
HIGHLANDS COUNTY
INDIAN PRAIRIE CANAL
INDIAN and PRAIRIE DRAIN. DIST.
GLADES COUNTY
HENDRY COUNTY
CALOOSAHATCHEE
SUGARLAND DRAIN DIST
OCALOACOOCHEE SLOUGH
COLLIER COUNTY
PALM BEACH COUNTY
FLORIDA CONSERVANCY DISTRICT
NORTH NEW RIVER CANAL
HILLSBORO CANAL
WEST PALM BEACH CANAL
BROWN DRAIN. DIST.
BROWARD COUNTY
SOUTH NEW RIVER CANAL
HOLLYWOOD DIST.
MIAMI CANAL
TAMIAMI TRAIL
DADE COUNTY
DADE DRAIN. DIST.
SOUTHERN DRAIN. DIST.
MONROE COUNTY
LAKE WORTH DRAIN. DIST.
INGRAHAM
GULF OF MEXICO
ATLANTIC OCEAN
Biscayne Bay
Whitewater Bay
Cape Sable
Flamingo
EVERGLADES
Deep Lake
Immokalee
La Belle
Moore Haven
Clewiston
Pahokee
Canal Point
Belle Glade
Okeechobee
Stuart
Jupiter
West Palm Beach
Palm Beach
Boynton
Delray
Boca Raton
Deerfield
Pompano
Fort Lauderdale
Dania
Miami
Coconut Grove
Homestead
Florida City
31 32 33 34 35 36 37 38 39 40 41
37 38 39 40 41 42 43 44 45 46 47 48 49 50 51 52 53 54 55 56 57 58 59 60

LEGEND

FIGURES IN LAKE OKEECHOBEE INDICATE DEPTH OF WATER AT ELEV. 16 REFERRED TO M.L.W. GULF AT PUNTA RASA.

ELEV. LAND IN FEET	18
DEPTH OF MUCK FT.	⑧
STATE SURVEYS	——
FEDERAL SURVEYS	- - -
COUNTY LINES	—— - -
RAILROADS	++++
ROADS	——
LOCKS	
LEVEES	
CANALS CONSTRUCTED OR UNDER CONSTRUCTION	
BOUNDARY OF SUBDRAINAGE DISTRICTS	
CONTOURS	

1941 TAX RATE

ZONE	1	▩	1.50
"	2	▒	1.10
"	3	▒	.90
"	4	░	.80
"	5	▦	.30
"	6	▨	.10
"	7	☐	03
"	8	░	01¼
EXEMPT		■	

ISSUED BY BOARD OF COMMISSIONERS
OF THE EVERGLADES DRAINAGE DISTRICT.
MIAMI, FLORIDA, 1935

act was passed, the district was entirely rezoned according to the following:[1]

Zone	Acres	Tax rate	Zone	Acres	Tax rate
1	91, 981	$1. 50	6	928, 677	$0. 10
2	82, 763	1. 10	7	1, 769, 735	. 03
3	72, 773	. 90	8	383, 897	. 01¼
4	125, 483	. 80	School	94. 303	
5	231, 251	. 30	Exempt	89, 534	

Mr. TIPTON. The whole situation, then, has very recently settled down and a good deal of the confusion with regard to the old bonds has been eliminated?

Mr. TENNANT. Yes. The Federal court about 2 weeks ago issued the interlocutory decree, which really means that we are now refunded. The R. F. C. had already purchased about 90 percent of the bonds and the district had gone into municipal bankruptcy in order to force in the rest of the bonds.

EFFECT ON LAND DEVELOPMENT

Mr. TIPTON. We have been told that the confusion with regard to the bonds, the high tax rate, and the confusion with respect to land titles, has had a deterrent effect, in the past, on the development of the Everglades.

Mr. TENNANT. Very decidedly, because almost all of the land in the district was in default on its taxes, because the rates were inequitable and, in so many cases, impossible to pay, considering the quality and value of the land. With the rezoning and refunding of the bonds, this uncertainty has all been wiped out and very large areas of the district have had their taxes compromised under the plan and are now paying current taxes.

Miss PASCAL. What is the nature of that compromise?

Mr. TENNANT. As I said a moment ago, the entire district was rezoned to reflect actual benefits and ability of various lands to pay. Under that rezoning any owner could settle back taxes on the basis of 2 years' taxes under the new zoning, regardless of how many years back the default ran. In case the default was not beyond the year 1940, the owner could settle on the basis of one year's taxes under the new zoning.

Mr. TIPTON. How rapidly have settlements been made under this compromise plan?

Mr. TENNANT. Settlements have been very substantial. The total amount received to date as compromised payments is $466,781.81 while the total amount received on the 1941 current taxes is $397,146.84.

Mr. TIPTON. Have you noticed yet any substantial increase in the rate of development of the Everglades?

Mr. TENNANT. Yes; there has been a decided increase in development, due undoubtedly to a considerable extent to the settlement secured and also to some extent to war conditions and an abnormal demand for some of the products.

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[1] See map opposite.

PRESENT AND POTENTIAL FARM LAND

Miss Pascal. Can you give us an estimate of the number of acres under cultivation in the Everglades at the present time?

Mr. Tennant. At the time we prepared figures for the Reconstruction Finance Corporation it was estimated that there were 215,000 acres under a state of intensive cultivation. There was an additional 40,000 acres which were in seeded grasses and 300,000 acres in use for grazing purposes, but not under intensive cultivation. This would make a total of 555,000 acres being utilized at that time.[1]

Mr. Tipton. Has the settlement resulted so far, or do you expect it to result in the future, in an increased amount of pasturage in the Glades?

Mr. Tennant. I will answer this way: All of the wild pasture lands were being utilized, even previous to the settlement, whether by cattle owners who were using it as open range and had no claim to title, or by owners whose taxes were badly in arrears. I would say that the improvement of these pastures in tame grasses has been greatly increased since the settlement was secured, as this naturally incurs considerable outlay which would not be warranted on lands on which title was doubtful. Also I would say that probably nearer 500,000 acres are being used as unimproved grazing lands.

Mr. Tipton. What do you consider to be the potential vegetable and pasturage acreage in the Everglades?

Mr. Tennant. I would say, broadly speaking, that zone 1 under the 1941 act is now either under cultivation or capable of being put under immediate cultivation. Zone 2 could readily be put into intensive cultivation by the establishment of local water control. It would cost more to put zone 3 under intensive cultivation, but, in my judgment, it could be done profitably. I consider zones 4 and 5 in the "twilight" zone, although there is at the present time considerable cultivation in zone 4, especially along the east coast. Zone 6 is definitely impracticable at the present time, and many well qualified authorities doubt seriously whether the main acreage in this zone as represented by the vast area of the central Glades can be put under profitable cultivation. A great deal of this area in zone 7 is now being used for grazing except in the lower and lower central Glades. There is some grazing in zone 8.

Mr. Tipton. So that it is questionable as to whether or not it will ever be profitable to attempt to cultivate the one hundred twenty-five thousand-odd acres in zone 4 and the two hundred thirty-one thousand-odd acres in zone 5?

Mr. Tennant. I would not say "ever" but at present they are questionable, except for certain areas along the east coast where the lands were placed in those lower tax rate zones, not because they were relatively unusable, but because of the greater fertilizer cost necessary where the lands are even now actually under cultivation.

Mr. Tipton. Are those lands you are speaking of now considered a part of the Everglades?

Mr. Tennant. Yes; they are within the Everglades drainage district.

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[1] It should be understood that these figures refer to land in the Everglades drainage district—not to the Everglades proper. [Ed.]

Miss Pascal. These soils that have been classified in zones 4 and 5 on the east coast, where there are high fertilizer costs, are not the peat soil of which most of the Glades are made up?

Mr. Tennant. Generally speaking, no. They are mostly sandy soils.

PROSPECTS FOR THE SMALL FARMER

Mr. Tipton. What in your opinion, Mr. Tennant, are the prospects for the small farmer as the Everglades develops?

Mr. Tennant. I would say very good. I think the small farmer would want to diversify his operations and not depend entirely on commercial trucking crops to be successful.

Mr. Tipton. Is the small farmer in a position to provide himself with the necessary drainage facilities and the type of machinery that is needed in the Glades for profitable operation?

Mr. Tennant. I think so, if he lies within one of the subdrainage districts, which I assume he would. He might want a small pump of his own because of the fact that various crops require different water tables, and he would want a water table that would answer his purpose.

Miss Pascal. What would you say would be the smallest acreage, given diversified farming, the smallest acreage that would support a farm family in the Glades?

Mr. Tennant. We can point to successes on 10 acres but, personally, I believe a farmer would be much better off with 40 acres.

THE MURPHY ACT

Mr. Tipton. I think the only other question we have here now is in connection with the Murphy Act. Can you explain to us the nature and the purpose of the Murphy Act and when the Murphy Act was passed?

Mr. Tennant. Dating back to the collapse of the Florida boom in 1926 and especially since 1930 when the general depression occurred, lands all over the State of Florida increasingly defaulted on their tax payments. By 1935 and 1936, when the country generally was emerging from the worst of the depression, the total amount of the default of State and county taxes in the State of Florida, to say nothing of the drainage taxes within various districts, was almost unbelievable. They amounted in many cases to several times what the land was worth. This was generally recognized and, in the 1937 legislature, a bill was introduced by Senator Murphy with the view to making it practical to wipe out the vast top-heavy debt burden and get the lands back on the current tax roll. Briefly, it operated as follows: Either the owner or a stranger to the title could go to the clerk of the circuit court of the county in which a particular body of land lay and, by depositing the cost of the advertising, have the land advertised in a local paper for several consecutive weeks, the ad stating that on the first rule day following the last insertion of the advertisement the land would be sold at the courthouse door to the best and highest bidder. This invariably resulted in the advertiser himself bidding in the land for actual cost of advertising and fees of the various county officers. The cost was gaged by the number of certificates involved. For instance, an entire section of 640 acres could be, and usually was, bought as cheaply as a 5-acre tract, if each was covered by just one certificate. Of course, many inequities resulted but it did clear the tax books of the mountain of accumulated taxes and get the lands back in a current position on the tax roll.

One provision of the bill was that the privilege of advertising and bidding lands extended only for 2 years from the date on which the Murphy bill became a law, namely, June 9, 1937. Two years after that date, any lands which had not been advertised and bought under the bill reverted automatically to the State of Florida and the State's title in these lands has been held good. However, I believe that it has also been held that vesting the title in the State did not wipe out benefit liens, owned by any drainage district, which might cover such lands.

Mr. Tipton. May I interrupt right there, Mr. Tennant? Does that mean that the fact that the State has taken title under the terms of the Murphy Act does not mean that any drainage bond liens against the property have been wiped out?

Mr. Tennant. That's my understanding.

Mr. Tipton. Does that mean then that the State, as owner, is in debt to the bondholders of the drainage district?

Mr. Tennant. I would put it this way, that the lands are still subject to the taxes against them though the State owns the title. In practice, that has worked out in this way: The State has not undertaken to pay these back taxes but has waited until the land has been sold, at which time taxes could be compromised under the 1941 Everglades Act by the new owner.

Mr. Tipton. Can you make an estimate of the amount of land that reverted to the State under the Murphy Act?

Mr. Tennant. I have repeatedly tried to get at the amount of this acreage, but there do not seem to be any figures in existence. The State has no idea how much it has, so far as I know, and the various clerks of the court in the counties say that they are unable to give us any figures. It is a very considerable acreage and presumably the poorest land, since no individual was interested in advertising it.

Miss Pascal. Under the drainage district reorganization plan, the district itself will come into title on any land that is not settled up under the compromise plan. Is that correct?

Mr. Tennant. The 1941 act provides that, at the expiration of 2 years from the date the compromise came into effect, the Everglades tax certificates outstanding on the land can be purchased by an individual and foreclosed. In fact, they can be purchased now but cannot be foreclosed until the period stated. We anticipate that there will be a very large acreage the certificates on which will not be purchased by individuals and it is my understanding that, under our agreement with the R. F. C., we, as a district, will be required to foreclose promptly on such lands.

Mr. Tipton. In that connection, how about the State lands, both the 800,000 acres which were never deeded out and that acreage which has reverted to the State under the terms of the Murphy Act but which is still subject to the drainage district compromise?

Mr. Tennant. As regards the eight-hundred-thousand-odd acres of the State known as fee lands, the back taxes on these lands were wiped out under an agreement between the district and the board of commissioners of the internal improvement fund, the district canceling the State's taxes in consideration of the cancelation of certain obligations owed by the district to the I. I. Board and, I might state, that the State of Florida has recently paid its 1941 Everglades taxes on the original eight-hundred-thousand-odd acres. Regarding the large acreage which reverted to the State under the Murphy bill, and which still has accumulated Everglades taxes on it, I do not believe that any policy has been worked out and I have not heard anyone state what the legal status of these lands will probably be. I doubt that the district would undertake to foreclose against the State, as a practical matter, so I would say that such lands will possibly remain status quo, unless foreclosure is required by the R. F. C.

Mr. Tipton. Mr. Tennant, we certainly appreciate very much the information you have given us. We will transmit it to the committee for their use in preparing their report and recommendations.

TESTIMONY OF JAMES E. BEARDSLEY, CLEWISTON, FLA., APRIL 26, 1942

Mr. Tipton. Will you please give your name, address, occupation, and any official positions you hold?

Mr. Beardsley. James E. Beardsley, Clewiston, Fla.; farmer and real estate broker; resident in the Everglades for 28 years, commissioner of the Everglades drainage district, supervisor of Sugarland and Clewiston drainage districts, coreceiver of the Disston Island drainage district, chairman of the sugar subcommittee, Florida State Defense Council, farmer member of the State land use planning committee.

Mr. Tipton. Where are you from originally, Mr. Beardsley?

Mr. Beardsley. Chicago, Ill. I was born in Ohio but I came from Chicago down to the Glades.

Mr. Tipton. You said that among other things you are a farmer. How many acres do you operate and what crops do you grow?

Mr. Beardsley. Four hundred and thirty-three acres, of which two hundred are in sugarcane, the balance in vegetables and fruits. Most of the vegetable land is rented out on shares.

Mr. Tipton. What is the sharing arrangement?

Mr. Beardsley. One-seventh is the share.

Mr. Tipton. You mentioned fruit?

FRUIT RAISING

Mr. Beardsley. We have 10 acres of citrus, 2 acres of bearing avocados, 5 acres additional avocados not yet bearing.

Mr. Tipton. Is this fruit acreage here near the lake?

Mr. Beardsley. Clewiston. It's at my farm, which is 7 miles east of Clewiston.

Mr. Tipton. This lake region is not primarily a fruit region, is it?

Mr. Beardsley. No.

Mr. Tipton. Do avocados and citrus do well here?

Mr. Beardsley. Exceptionally well.

Mr. Tipton. Is that muckland you have your fruit on?

Mr. Beardsley. The muck depth on the farm will run 10 to 12 feet.

Mr. Tipton. And you find that good for fruit?

Mr. Beardsley. The interior quality of the fruit is excellent. The juice content, I think, is unsurpassed for fruit. Ours is not a marketable grade of fruit because we do not spray it. We just sell it locally.

Mr. Tipton. How about the avocados?

Mr. Beardsley. They are doing splendidly. Of course, it is soil with a high humus content that is recognized as an ideal avocado soil. The limitation is the frost hazard.

Miss Pascal. Why isn't the citrus industry developed down here in the lake region?

Mr. Beardsley. Primarily drainage or lack of it. That same thing has been the trouble with avocado development and then there is the further factor that we still haven't quite grown out of the earlier stages of the Everglades development when it was a get-rich-quick proposition, and to a large extent it still is today, and when it takes 5 years to bring a citrus grove into bearing the farmers are not going to plant citrus, especially when they consider the average prices at which citrus is sold. Notwithstanding, we feel down here about citrus, those of us who take a long-range view, as Dr. Neller at the agricultural experiment station said at one time, when citrus is selling at $1 a box, and it costs a man $1.25 on the ridge to produce it, the man in the Glades can produce it for 75 cents, then he can stay in the citrus business when the man of the ridge has gone broke. The primary requirement in other citrus sections of Florida is nitrogen and that is what we have lots of.

Mr. Tipton. Would you say that what you have said about citrus applies also to avocados?

Mr. Beardsley. You mean with respect to lack of drainage?

Mr. Tipton. The whole picture, lack of drainage, the fact that it is a crop that takes some time before the trees start paying returns, and also this last matter that you mentioned, costs of production.

Mr. Beardsley. That's right. Dade County, which is a principal avocado section, that is south of Miami, produces practically all of its crop on a hard rock land. It costs them $150 an acre to blast those holes and put in avocados. We do it for $25.

LAND SETTLEMENT

Mr. Tipton. How long ago did you come to this country?

Mr. Beardsley. Twenty-eight years ago.

Mr. Tipton. We would like to have you, in your own way, describe for us the conditions existing here when you came, and how the country developed during the subsequent 28 years.

Mr. Beardsley. That might run into a book. Land-development companies sold thousands of tracts of 10 acres and upward in the Everglades in 1910 and 1912 on the promise that the land so sold would eventually be adequately drained. Most of those lands were sold to well-to-do farmers in the Middle West. Some of them came to the Everglades in the expectation of beginning immediate operations on their tracts and, when they found them inaccessible and without drainage facilities, they located on the shore of the lake at various points where fish camps of commercial fishermen had already been established. Fishing was the earliest enterprise of any nature carried on in the Everglades region. The first drainage works begun were the construction of the still existing main drainage canals of the Everglades district. The canals, as they neared completion, successively furnished means of ingress and egress to the nucleus of the development around the lake shore. Our land was not bought through the principal development company which sold most of the Everglades tracts, but was purchased from an agent in Miami and happened to be lake-front land, although at that time no one realized that there was any distinction between peat land and custard apple soil. Supplies were obtained for the first several years after my arrival on the lake shore in 1914 by boat from Deerfield on the Hillsboro Canal or from Fort Lauderdale. Boats carried mail from Fort Lauderdale to the two post offices then established at Okeelanta and at Ritta, twice a week. Produce made the same trip down the canal from farmers who owned docks to the railroad at Fort Lauderdale, frequently a 24-hour journey. It was a common occurrence for farmers to harvest produce, put it on their dock, expecting arrival of a regular boat, which might have had motor trouble or run aground in the canal, so that the vegetables might have been harvested three or four days before they were actually on the boat and on the way to the railroad. Facilities for packing were nonexistent, each farmer putting up his own individual pack on his own place and generally with the labor from his own family or such white help as might be obtained from fishermen or neighbors. There was no colored labor available in the trucking sections of the Glades around the lake until after the war.

EARLY FARMING OPERATIONS

Miss Pascal. Could you tell us something about the crops that were grown?

Mr. Beardsley. Irish potatoes, green corn, Bermuda onions, string beans, lima beans, peppers, eggplant, and tomatoes were the crops grown, all of them in very limited acreage and beans were not then, as they are now, the principal crop, since the methods of transportation were not conducive for delivery of a satisfactory package.

Miss Pascal. What was the ultimate destination of most of this produce? You said it went to the railroad at Fort Lauderdale.

Mr. Beardsley. Most sales of Everglades produce were made through one broker on the dock at Fort Lauderdale who sold to the buyers for commission houses, principally for shipment to New York. Bermuda onions were the principal crop on the Beardsley farms because at that time we had not yet introduced into the Everglades the number and variety of grasses which have since become so prevalent and which have made cultivation of onions too expensive.

Miss Pascal. Could you get the high winter prices for onions you could get for the other crops?

Mr. Beardsley. Prices in the main through the early years were higher than those received today. Red Bliss potatoes were selling in the spring of 1917 for $3.50 a bushel, Bermuda onions for $3, cabbage for $4 a hundred.

Miss Pascal. Those prices you are quoting were on the dock at Fort Lauderdale?

Mr. Beardsley. Yes.

Mr. Tipton. About how many farmers and about how big an acreage was being farmed from 1914 to the wartime period?

Mr. Beardsley. There were probably not to exceed 100 farmers around the south shore of the lake until 1918. Of these, some were converted fishermen, some were "escapees" from legal or domestic difficulties in other States, and a small portion were landowners.

Mr. Tipton. About what size farms did they operate?

Mr. Beardsley. Perhaps our own operation is a fair indication. In 1916 we farmed 16 acres, in 1917, 30 acres, which at that time was considered quite a sizable operation. In the spring of 1917 we had 12 acres in cabbage, all of which was harvested by white labor, packaged on the farm, and shipped by boat to Fort Lauderdale. We paid 6 hands $1.75 per day and lunch. The price received for cabbage and the reports of the money which we and a few others had made from cabbage in the spring of 1917 created a tremendous interest in farming possibilities in the lake territory so that 1918 found a boom under way in Moore Haven and the adjacent territory. Perhaps 2,000 acres was planted in the Moore Haven section in cabbage in 1918, probably less than 200 of it was ever harvested. Notwithstanding this loss to the newcomers, most of them were intrigued by the quality of the soils and other conditions conducive to successful farming, so they remained in the section and gradually spread their operations to other points around the lake shore. The Atlantic Coast Line Railroad was extended into Moore Haven in 1918, to Clewiston in 1922. Clewiston then became the railhead for shipments originating all around the south shore. There had been rail facilities available at Tantie, later Okeechobee City, at the north end of the lake, but these were used principally by fish boats, not by farmers. The Florida East Coast Railway extended its line from Okeechobee to Belle Glade in 1926 and subsequently that line and the Atlantic Coast Line joined at the present village of Lake Harbor to give rail facilities to all of the points on the south shore. After the war numbers of farmers from the nearby Southern States—about half our population down here comes from Georgia——

Mr. Tipton. And a good deal more of it from other Southern States and from Northern States as well?

Mr. Beardsley. A native Floridian is still largely a curiosity down here. These farmers flocked into the lake area after the war, seeking cheap, highly productive land, and began the foundation of the present commercial vegetable industry. They continued to hang on, notwithstanding the tremendous losses generally suffered by the flood of '22 and subsequent bank failure at Moore Haven, the flood of '24 when the territory generally had 19 inches of rain in 3 days in October, the aftermath of the Florida boom—that is the collapse of land values —the hurricane of 1928 which was generally disastrous to plantings and improvements throughout the lake section.

Mr. Tipton. In the very early days did they use much fertilizer around the lake?

Mr. Beardsley. None at all. All the use of fertilizer began in the early thiritics. The use of corrective supplements such as manganese, copper, and so on was developed by the local experiment station.

Mr. Tipton. And from the use of supplements they got into the use of commercial fertilizers?

Mr. Beardsley. Yes.

GROWTH OF VEGETABLE PRODUCTION

Miss Pascal. When did the bean industry start down here?

Mr. Beardsley. The rehabilitation of the area and a renaissance of vegetable production came following the 1928 storm. It has always been my theory that only those with sufficient courage to have held on through the previous 10 years were still interested in the section and that these are the persons responsible for the recovery following the disastrous setbacks which have been outlined. Most of the work was done without benefit of outside financing and, since there have been no real catastrophes in the ensuing period, the elements of soil and climatic conditions, the increase of knowledge of water control requirements, the added experience of individual farmers, and the advent of the United States Sugar Corporation have all contributed to the tremendous growth experienced in the Glades in the last 13 years.

HISTORY OF WATER CONTROL

Mr. Tipton. Will you tell us something about the history of the development of water control?

Mr. Beardsley. The Everglades drainage district canals proved entirely inadequate as a means of drainage, as evidenced by the conditions previously described, so that there came a growing feeling that drainage must be handled in small units by pumping operations, rather than by run-off and, from 1925 through 1930, a number of so-called subdrainage districts were organized around the perimeter of the lake, various areas being consolidated into units, issuing bonds for the construction of canals and ditches and pump plants, most of which were located on the lake shore, with the idea that these plants would remove excess water by pumping it into the lake and that this operation could be reversed during dry periods if necessary.

Miss Pascal. Do you know of any farmers who, before the formation of these drainage districts, used this positive type of water control with pumps rather than just relying on ditches and run-offs?

Mr. Beardsley. Several efforts were made by individual farmers to handle drainage through their own pumping operations on lands immediately adjacent to the lake shore, as evidenced by the Sebring development east of Lake Harbor in 1923, but in every case these operations proved inadequate when subjected to extreme conditions and these failures were in the main responsible for the subdistrict development where better engineering lay-out and ample capacity could be provided for larger areas.

Miss Pascal. Mr. Beardsley, do you know what size units these farmers attempted to drain or control?

Mr. Beardsley. I remember Sebring's particularly well. I don't remember what the horsepower was. Mr. Sebring, who belongs to the family after whom the town in Florida was named, had a tract of several hundred acres and put in a steam tractor with which to operate his pumps. At the time of heavy rainfall the boiler of the tractor exploded and the avocado planting which was being protected by this operation was a complete loss. This equipment was replaced by a stationary engine, the avocados were replanted and 2 years later the engine broke down at a time of heavy rainfall, during flood conditions, and one of the levees broke so that the property was again completely inundated and some 300 acres of avocados were a total loss.

RECENT DEVELOPMENTS

Mr. TIPTON. How about the dike around the lake? When was that constructed?

Mr. BEARDSLEY. About 1929 or 1930. President Hoover, following representations made by a number of individuals interested in the project, made a trip to the lake section, met with a number of these interested persons at the Clewiston Inn in Clewiston and discussed with them the feasibility of construction of a levee around the major portion of the shore of Lake Okeechobee. Upon his return to Washington the United States engineers were instructed to survey the situation. Their report on the work was favorable and the construction of such a levee commenced in 1932. This levee was completed about 1938 and, while no test of it has been occasioned by storm conditions, the psychological effect in the minds of the public has been such as to create a renewed interest in the development of additional lands in the area because of the feeling that there will not be recurrences of conditions occasioned by the 1926 and 1928 hurricanes.

Mr. TIPTON. What is the relationship existing between a subdrainage district and the Everglades drainage district?

Mr. BEARDSLEY. The subdrainage districts proposed to be organized must submit to the Everglades drainage district their plan of reclamation and they are not permitted to seek the necessary legislation authorizing issuance of bonds or organization of the district until the Everglades drainage district has approved that plan of reclamation as well as the financial set-up.

Mr. TIPTON. Can you tell us about the development of the Everglades in the last 13 years?

Mr. BEARDSLEY. Part of that can be laid to the discovery that our climatic conditions and our soil would permit us to grow midwinter beans. Conditions for handling them were not the best and it was not until the middle thirties that the packing house pack of beans became the standard in the Glades section. With that improvement in grade and pack, the northern markets recognized the reasonably secure supply available and the quality of Everglades-grown beans so that these came into steady demand in the markets. A few years of fair prices and satisfactory returns naturally resulted in a tremendous increase in plantings. An additional factor in the promotion of increased plantings was the mechanization of the field operations. Whereas formerly beans had been planted with one-horse planters, introduction of more satisfactory small tractors and planting equipment made beans almost entirely a mechanized operation up to picking.

Miss PASCAL. About what time would you say the mechanization of bean growing was really under way?

Mr. BEARDSLEY. This came about in the early thirties.

Miss PASCAL. Then beans were the principal crop during the big development of the Glades? When did the other crops start coming in?

Mr. BEARDSLEY. They had always been here. Even these bad years, the 1926 or 1928 hurricanes, lots of vegetables were being grown around here.

CROP DIVERSIFICATION

Mr. Tipton. How long did beans remain the most important crop?

Mr. Beardsley. They still are. Because, through the 1930's, beans offered the best prospect of profit, this crop occupied perhaps 75 percent of the total acreage planted to vegetables in the area, but the hazards, floods, frost, and disease incident to the cultivation of beans in recent years has led the far-seeing vegetable producer to the production of other crops in which profit possibilities might not be so high but from which returns might be more secure.

Mr. Tipton. Such as celery?

Mr. Beardsley. Such as celery, which is the most expensive to grow of any vegetable crop. On the other hand, it offers the most certain returns. Cabbage—an in-and-outer—can invariably be successfully grown, but is not always marketed at a profit. You can always make a crop of cabbage. I never saw a crop of cabbage fail in this country. The development of crops which are hardy to such cold snaps as may occur is recent and offers additional evidence of the search for stability in income, while not offering the tremendous profits sometimes obtainable from beans.

Mr. Tipton. Will you tell us why it is that diversification makes for more stable agriculture in this region?

Mr. Beardsley. Stability of income, we farmers generally consider, covers such situations as frost which may completely wipe out a crop of beans, but not affect cabbage in the least, a flood which may affect a deep rooted crop on lower portions of any given farm and not affect a crop such as celery which will stand a very high water table, winds which may be very destructive to plants and quality of fruit or tomatoes, but would cause practically no damage to cabbage or celery.

SUGARCANE

Mr. Tipton. When was sugarcane first grown down here, Mr. Beardsley?

Mr. Beardsley. It is interesting to recall that the first attempts of the drainage of the Everglades were in an effort to find satisfactory sugarcane land and Hamilton Disston, of Philadelphia, in 1881 made an agreement with the State to drain the Everglades. He was to be ceded certain lands for the production of sugarcane. At that time he dug two of the canals still in existence, the Three Mile and Nine Mile Canals between Moore Haven and Clewiston, connecting Lake Okeechobee and Lake Hicpochee. Disston gave up because of the immensity of the project and so far as I know from the records no cane was actually planted by him in the Everglades and he removed his operations to St. Cloud in the Kissimmee Valley and there did grow cane on muck lands for 3 or 4 years until the muck subsided and evaporated. Farmers around the lake shore in earlier days generally had a small patch of cane and, in a survey I made for the county agent of Palm Beach County in 1920, I found seven sirup mills along the lake shore between South Bay and the west county line, a distance of about 12 miles. A commercial planting of cane was begun east of Moore Haven on property then known as the Gramling Place, now commonly known as Benbow because of the sugar corporation plantation at that location, where several hundred acres of cane were planted for the purpose of producing raw sugar in 1920. Prices paid for the land and insufficient capital investment are responsible for the failure of this enterprise. They didn't have enough money to get through one bad season.

Miss PASCAL. Did they put up a sugar mill?

Mr. BEARDSLEY. Yes.

Miss PASCAL. About how many acres were planted?

Mr. BEARDSLEY. There were about 200 acres of cane actually planted and a mill was operated for at least one season. The Martha Washington Candy Co. subsequently acquired the property but the project was abandoned. In 1923 the Florida Sugar & Food Products Co. under the direction of F. E. Bryant, now eastern division superintendent for the United States Sugar Corporation, sold considerable stock for capital, planted cane and erected a sugar house at Canal Point. At that time no one connected with the enterprise or in the Everglades generally appreciated fully the necessity for adequate water control and the Canal Point operation was virtually abandoned by 1925 when B. J. Dahlberg, then and now head of the Celotex Co., of Chicago, was induced to survey the Everglades section with a view to growing cane as a source of additional bagasse for Celotex. As a result of this survey the Dahlberg interests planted cane in the Clewiston area, subsequently purchased thousands of acres of land around the south shore of the lake, including the Florida Sugar & Food Products plantation at Canal Point, and erected a sugar house at Clewiston. In the Dahlberg plan, bagasse from the cane was to be the principal product, the production of sugar being secondary and, with that in mind, the principal varieties of cane then introduced to the Glades and planted for milling at the sugar house were varieties selected for high fiber content without regard to their sugar yield. The Dahlberg enterprise was predicated upon the sale of additional stock for increase in capital and, following the 1929 crash, it was impossible to continue the sale of stock so the company, known as the Southern Sugar Co. was thrown into bankruptcy by a meat distributor in Tampa on June 30, 1930.

Miss PASCAL. Did the Southern Sugar Co. have proper water control here and was the variety of cane they were planting satisfactory for this area?

Mr. BEARDSLEY. During the period of operations of the Southern Sugar Co. there was general recognition throughout the territory and particularly by this concern of a need for adequate water control as a prerequisite to successful cane or any other type of farming in the Glades, and at that time several well-known hydraulic engineers were employed by the Southern Sugar Corporation and are today in the employ of the United States Sugar Corporation.

LABOR SUPPLY

Miss PASCAL. Mr. Beardsley, you said awhile ago that, in the period up to the World War, all of the work around here was done by the farmers themselves, by the fishermen on the lake, and sometimes by the neighbors who would come over and help harvest cabbage. When did farming here reach the point where additional labor was needed in the area?

Mr. Beardsley. We brought in our first Negroes on our place in 1920. We used a few in 1920. In 1922 we had about 6 families on our place.

Miss Pascal. Where did you get them?

Mr. Beardsley. They came from Dade County, but all of ours and most of those around the lake were Bahamians, "Sau Niggers," we call them, from Nassau, who have never returned. The real increase in the population of Negroes in the Glades section has come with the tremendous growth of the vegetable industry since the early thirties.

Miss Pascal. These first Negro families that were brought in, were they brought in for operations all during the season or just as harvest workers?

Mr. Beardsley. They were only seasonal employees because in that day virtually nobody farmed in the summertime, neither cover crops nor anything else, so that most of them went back down to the east coast to spend the summer and came back in the fall.

Miss Pascal. For how long a period did you have them here?

Mr. Beardsley. 8 to 9 months.

Miss Pascal. So they weren't just brought in for the harvest period?

Mr. Beardsley. No; they took about the same vacation as the white farmers around here, they would check out of the country and be gone for 3 months in the summertime. In fact, a lot of them still do.

Mr. Tipton. What was your labor experience this year?

Mr. Beardsley. In cutting our cane we had about 20 hands on our farm for our cane harvest. We had, this year, to harvest our own cane, and we also did a harvesting job for Judge Couse, one of our neighbors. He had some cane east of Clewiston and in harvesting his crop we had, in one day, 57 hands in the field. That week we had 81 names on the pay roll. We got out 20 cars of cane during the week which would be a normal output for 40 men. Does that give you an idea of the in-and-out?

Miss Pascal. Was that turn-over much larger than usual in cane cutting?

Mr. Beardsley. It was this year. Everywhere. Practically all of the independent cane farmers had the same story. They spent anywhere from $500 to $2,000 in recruiting labor, through payments either to the men themselves or in lieu of transportation or to labor recruiters with trucks who brought them in from other Southern States. In many cases Negro recruiters brought truckloads of men, offered to keep them at work for so much per week, and this was even true of Negroes living in the migrant camp at Belle Glade who were thus recruited. We actually had a boy by the name of Taylor with 2 trucks who brought Negroes out of that camp to our cane field. He offered to bring them over every day for $2 per week per head, in addition to $10 per day for the truck for the transportation, promising a minimum of 20 per day. We tried the arrangement, being desperate for additional labor, and found it unsatisfactory and dropped it.

Mr. Tipton. Outside of this arrangement were you able to get any cane cutters out of migrant camps?

Mr. Beardsley. In our operation we finally sifted out of some 60 or 70 hands from the migrant camp who were employed for periods of several hours to several days, 8 men who stayed with us practically to the end of the season. These we transported, with others secured from the quarters in Belle Glade, with our own truck to and from the job each day. That's all the help we got out of the migrant camp. I don't know what we are going to do to get them to go to work.

Mr. Tipton. Do you mean by that that there is difficulty to get those in the migrant camp to go to work?

Mr. Beardsley. I don't know the conditions attendant on the operation of the camp, and I hesitate to make any remarks about how it is being handled, because I don't know, but I have heard that if they are back in their rent they can pay it by pushing a lawnmower along on the grass and that takes care of that week's rent; that there is no compulsion on them to go out and make a living. They pick beans for 1 day and make $2.50, and that's all they need.

Mr. Tipton. You said that your labor turn-over was a bigger problem this year than it had been before. How do you account for that?

Mr. Beardsley. It was the general opinion last fall that there would be a decided shortage of labor around the lake, but observation of the number of bean fields and other operations indicated that there was probably an adequate supply of labor in the territory. I am at a loss how to express the indifference and independence which appears to have permeated the entire area around here. Perhaps it is the result of lack of businesslike planning rather than inefficiency of the camp organization.

ABUSES OF RECRUITING SYSTEM

Mr. Tipton. Did you have any experience with the Employment Service officials?

Mr. Beardsley. Mr. Jones, of the Employment Service, who was stationed at the Okeechobee camp—that's the colored camp, made every effort to see that we got a supply of labor to assist in cane harvesting, and we wrote him a letter of appreciation for his efforts. But he was undoubtedly handicapped by the system of permitting labor bosses to determine where and for how much the men would work.

Miss Pascal. Will you explain how the system operates?

Mr. Beardsley. Negro boss recruiters with trucks were accorded complete run of the camp. Whether or not the men were those who had been brought into the section and deposited in the camp by these recruiters, it was the practice of the latter to make the rounds each morning, promising soft jobs at extravagant wages, thereby securing a truckload of hands who would be delivered to that farmer from whom the recruiter thought probable he could secure the most bonus per head. In most instances neither the job nor the pay was what had been promised by the recruiter. Many of the 81 men previously mentioned, on 1 week's pay roll were ostensibly sent to our job by the Employment Service, but it developed that the Negro recruiter, Taylor, had promised wages in excess of what our best men were earning, so that many of these men worked only a couple of hours or a day, some not at all, but for these men, Taylor collected $2 per head at the end of the week. The following week a dozen of the best workers voluntarily returned to our job, but when we refused to deal further with Taylor we found it impossible to secure the number of hands which we had the previous week.

PLANS FOR NEXT YEAR

Miss Pascal. What do you have in mind for next year?

Mr. Beardsley. I have in mind for next year keeping the family men we now have, moving several of the Belle Glade camp boys that worked for us into my new family quarters. Aside from our old employees, our most satisfactory help came from a group from St. Petersburg, and we expect to have most of them back.

Mr. Tipton. Had they been cane cutters before?

Mr. Beardsley. They had not cut cane except in a small way on Georgia or Alabama farms where they were raised. They felt our operation was all right and that they were being well treated or they wouldn't have stayed with us.

Miss Pascal. Have you any other plans for recruiting sufficient labor for your operations?

Mr. Beardsley. We have no plans other than to scour St. Petersburg for former employees, and to secure there all the family men for whom we can possibly find work, even if we have to "make" some of that work. It is possible we may request draft deferment for some of our regular hands.

WAGES

Miss Pascal. Did you have to pay appreciably higher wages this year?

Mr. Beardsley. The requirements of the Department of Agriculture for compliance, in order to qualify for benefit payments under the sugar program, is that labor shall be paid a stipulated amount per day for all operations other than harvesting, and that harvesting shall be at a stipulated rate per ton for the three common sizes of cane, small, medium, and large.

Miss Pascal. Did you find it necessary to go above the stipulated rate?

Mr. Beardsley. We paid, in many cases, a bonus of 10 cents per ton above the stipulated rate in order to increase the earnings in an attempt to hold onto our labor, not because they were not making good money if they worked. We had on our pay roll—and they were not expert cane cutters—the Sugar Corporation will exceed these figures I am about to quote—six or eight men who consistently made $15 per week for an average less than 5-day week. By that I mean effect of weather conditions, and so on; we worked 6 days.

Miss Pascal. I suppose you use a gang system similar to that used by the Sugar Corporation?

Mr. Beardsley. That's right, only on a much smaller scale.

DIVERSIFICATION

Mr. Tipton. Diversification has now developed into a situation where there is not only diversification in vegetables, but also diversification between vegetables and sugarcane and other things?

Mr. Beardsley. That's right, and cattle. We have 70 head of cattle down on our place on 12 acres.

Mr. Tipton. Are the Everglades well adapted to cattle raising?

Mr. Beardsley. From the earliest day of our residence in the Glades, the luxuriant growth of wild cat-tail millet gave evidence of the adaptability of the Glades to heavy grass production for stock feeding, and I have not seen anywhere in the United States an area which averaged the Glades in pounds of beef per acre from grass. Water control is still a problem, but can be handled. Insects are certainly no worse than in other Gulf-coast areas. Adequate water control is tending each year to reduce the hazard from mosquitoes.

Miss PASCAL. In your real-estate business have you noticed any tendency over the years for the size of farm units rented to tenants to increase?

Mr. BEARDSLEY. Farm units have increased about fourfold in the past 10 years.

Miss PASCAL. What do you consider as being the minimum amount of Everglades land that can be farmed commercially with reasonable assurance of profit?

Mr. BEARDSLEY. A living can be made from 10 acres of Everglades land farmed by hand. For a mechanized operation, to produce what is now considered a reasonable income, farms should be not less than 100 acres.

MARKETING

Mr. TIPTON. Will you tell us what channels you use to market your vegetables at the present time?

Mr. BEARDSLEY. When operating my own packing operation it has been my practice to consign to one of the several of reliable concerns in principal markets with whom I have dealt for some 20 years. Recently, most of our vegetables have been packed and sold by packing house or broker in either Lake Harbor or Belle Glade, on f. o. b. basis. When my vegetable operations are not sufficient for car lots, say 50 to 100 crates of cabbage or tomatoes, I much prefer the first method of handling, since I am able to draft against the car on the day it is loaded, for funds required to cover harvesting expense. This requires, of course, that the receiver know the quality and pack of my product, have confidence in my report concerning what I am loading.

Mr. TIPTON. Do other growers in the Everglades use the same marketing system?

Mr. BEARDSLEY. The tendency has been rapidly toward f. o. b. sales, which I presume today cover 90 percent of our loadings. The 10 percent which might be consigned is usually because buyers refuse to purchase on account of drop in prices. The f. o. b. system has the advantage of the grower getting cash, but it has disadvantages in the frequent wait for buyers to clear in subsequent rejects and claims for deductions and certain other bad features, but has become the standard practice because most of the deal is financed by commission houses, through local brokers or by the brokers themselves. This system naturally requires that the grower sell his produce through the channel from which he will secure his financing. I prefer the consignment system, because I finance my own crop and can distribute it as I see fit, at Cincinnati or Potomac Yards, to the best receiving market and, once having placed it, can draw draft for my expenses, frequently in an amount equal to that offered f. o. b.

Miss PASCAL. Will you tell us something about the drainage problems arising as farming operations in the Everglades expand into newly reclaimed lands?

Mr. BEARDSLEY. The basic plan for development of new areas in the Glades calls for maintenance areas to be set up in the form of the present subdrainage districts, most economically from eight to ten thousand acres, with a central pumping plant and a plan of reclamation considered adequate to handle water control. Due to the incapacity of the major district, the Everglades drainage district, because of its financial difficulties, lack of engineering staff, and so forth, many individual operations have been set up along the main channels of the Everglades district with small pumping plants, and the multiplicity of these is creating the situation of confusion not contemplated in the basic plan. It is hoped that in the future such operators, by persuasion or by enforcement of the law, will see the wisdom of the subdistrict plan embracing a considerable territory in preparing lands for development, so that we have a unit rather than an individual farm water-control operation. A further problem, corollary to development in either of the lines above, is the need for increasing the capacity of the present canals of the Everglades drainage district, which are completely inadequate at the present time to handle the volume of water necessary and which will be called on in the near future to handle the increasing amounts as additional pumping facilities are installed on these canals.

FUTURE DEVELOPMENT

Miss PASCAL. What future agricultural development in the Glades do you anticipate and what type of development do you believe most desirable?

Mr. BEARDSLEY. At the moment I cannot hazard a prediction as to future agricultural development. It is commonly estimated, and I agree, that there is upward of 500,000 acres suitable for the production of sugarcane, but if, under stress of war, production from this section is nevertheless unable to obtain assurance of production for increased plantings, then it is impossible to say we will ever produce more than our present 100,000 tons of sugar, instead of the 500,000 which we would be capable of producing within the next 5 years. Although increased starch production is earnestly desired by W. P. B., and the Glades has demonstrated its capacity to produce sweetpotato starch exceeding that of any other section of the country, and under priorities, for their procurement, facilities have not been made available. It is conceivable that, after the war, such starch production can be economically profitable in competition with foreign areas and no prediction is possible of the probable planting.

Ample evidence is available, from experience of the past several years, and the work of the Everglades Experiment Station, that cattle can be more economically fattened on Glades grass than by any other means and years of experience presage a tremendous development along this line in the middle Glades area.

Of fiber plants, ramie at present seems most promising but there are a number of others which seem to offer great possibilities for future development. You will note that the four items—sugar, starch, beef, and fiber—are all lines which offer reasonable stability as compared with the hazard of vegetable production, which latter will continue to keep a prominent place in the agriculture economy, because of the prospective profits within an area subject only occasionally to freezing temperatures such as that adjacent to the lake.

Mr. Tipton. Thank you very much, Mr. Beardsley.

TESTIMONY OF MRS. ANNIE TOMPKINS, CAMP OSCEOLA, FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP, NEAR BELLE GLADE, FLA., APRIL 25, 1942

Miss Pascal. Will you give your name and address for the record?

Mrs. Tompkins. Annie Tompkins, Box 125, Chosen, Fla.

Miss Pascal. How many are there in your family?

Mrs. Tompkins. Seven of us at home now.

Miss Pascal. Your husband and five children?

Mrs. Tompkins. I have one boy in the service and one daughter married, seven in all.

Miss Pascal. How long have you been living in this camp?

Mrs. Tompkins. Since last October, a year ago.

Miss Pascal. Have you lived in the camp continuously since a year ago last October?

Mrs. Tompkins. Yes.

Miss Pascal. What sort of work does your family do?

Mrs. Tompkins. They have been working in the packing house, agricultural work. We have a little garden spot. This morning we were canning up some beans in the camp cannery. I work at the lunchroom myself. The rest of the family work in the packing houses.

Mr. Tipton. Your husband works in the packing plant? How many of the children work there?

Mrs. Tompkins. One.

Miss Pascal. In what packing houses do they work, bean or celery?

Mrs. Tompkins. They have been working in tomatoes, packing tomatoes and potatoes and things like that. Yesterday and today he has been working in beans.

Miss Pascal. Where are you from originally?

Mrs. Tompkins. From Georgia.

Miss Pascal. Did you farm in Georgia?

Mrs. Tompkins. Cotton, corn, tobacco, peanuts.

Mr. Tipton. Did you own your own farm up there?

Mrs. Tompkins. No; we rented.

Mr. Tipton. How long ago did you leave Georgia?

Mrs. Tompkins. Seven years.

Mr. Tipton. Where did you go from Georgia?

Mrs. Tompkins. We went over to Boynton, Fla.

Mr. Tipton. How long were you there?

Mrs. Tompkins. I don't exactly know, probably 8 or 10 months, something like that. We stayed there and we worked on the farm some there and my husband worked on the roads, State road department.

Mr. Tipton. And from there?

Mrs. Tompkins. We went to Plant City. We worked in strawberries. We went over there just before Christmas, so that we got in on the strawberry harvest. When we completed there we went in to Hammond, La.

Miss Pascal. What do they grow there?

Mrs. TOMPKINS. Strawberries mostly. That's all we worked in. They grow a few vegetables, but they come on later than we stayed.

Miss PASCAL. How long were you there?

Mrs. TOMPKINS. I would say we worked there about 60 days until the season was over.

Miss PASCAL. And then where did you move?

Mrs. TOMPKINS. Kentucky.

Miss PASCAL. What did you do there?

Mrs. TOMPKINS. We picked strawberries there, at Paducah.

Miss PASCAL. When does that season end?

Mrs. TOMPKINS. The latter part of May. It doesn't last long.

Mr. TIPTON. That's a short season?

Mrs. TOMPKINS. Yes; it's real short.

Mr. TIPTON. And where did you go from Kentucky?

Mrs. TOMPKINS. Last year we went right straight into Michigan. We have picked in Illinois, but not last year. The fruit harvest in Michigan—we begin with strawberries and pick raspberries and cherries, and that's in Berrien County. We went to Baroda, that's close to Berrien Springs. That's where we first went picking, right on the side of Benton Harbor. We picked raspberries there, too, that year. We have picked up a little further. From there we went into cherries at Hart, Mich.

Mr. TIPTON. Where did you go from Hart?

Mrs. TOMPKINS. We dropped back down to Indiana and picked tomatoes. That's where we make the most money, in tomatoes.

Mr. TIPTON. Did you just happen to strike a good year there or is it usually good money?

Mrs. TOMPKINS. It is usually true. Then from Indiana we generally drift back to Florida.

Mr. TIPTON. When do you get back?

CALIFORNIA INSTEAD OF FLORIDA

Mrs. TOMPKINS. In October, sometimes a little earlier. One year we went to California instead of going to Florida.

Mr. TIPTON. What year was that?

Mrs. TOMPKINS. I believe it was 1938.

Mr. TIPTON. How did you happen to go to California?

Mrs. TOMPKINS. We just heard people talk that had been out there and we decided—to be plain, we just flipped a coin to tell whether we would go to California or Florida.

Mr. TIPTON. How did you find it out in California?

Mrs. TOMPKINS. It wasn't exactly like I expected. You hear you can go to California and sleep out every night but there was a lot of ice there. We were in Brawley, down in Imperial Valley, but before we went there, we stopped at Tucson, Ariz., and picked cotton a few days. There is plenty, but it is tough work.

Miss PASCAL. You were down in Imperial Valley?

Mrs. TOMPKINS. We went in a Government camp there, in a F. S. A. camp in Brawley.

Miss PASCAL. Did you work any place else in California?

Mrs. TOMPKINS. We worked at Brawley and worked at Calipatria. We went up into Salinas Valley. We worked in peas.

Mr. TIPTON. Then where did you go from Salinas?

Mrs. TOMPKINS. Into Idaho for peas. There were quite a few cherries around there but we didn't pick any.

Mr. TIPTON. Where did you go from Idaho?

Mrs. TOMPKINS. We came back, then, to Michigan.

Mr. TIPTON. So that year the California trip just took the place of the Florida trip and, for 7 years, with the exception of the year you went to California, you have made the rounds from south Florida to Michigan, stopping at these various places in Louisiana, Kentucky, and Indiana. And you found that the year you went to California wasn't as satisfactory as the others; is that right?

Mrs. TOMPKINS. Well, we never did like to go back. Of course, it wasn't so bad but I guess it wasn't what we were used to or something. Down in the Imperial Valley there is no vegetation, only what is irrigated and just fine dust.

Mr. TIPTON. Was the one at Brawley the only Government camp that you found?

Mrs. TOMPKINS. There was another. That was a floating camp, mobile.

Mr. TIPTON. Did you find any in Salinas?

Mrs. TOMPKINS. We didn't get in one there.

Mr. TIPTON. How did you find housing conditions in those areas where you didn't live in the Government camps?

Mrs. TOMPKINS. It was not available unless you had your own tent.

Mr. TIPTON. You carried a tent around with you?

Mrs. TOMPKINS. Yes; we had a luggage trailer.

Miss PASCAL. Do you always travel around in your car?

Mrs. TOMPKINS. Yes, ma'am.

Miss PASCAL. How are your tires now?

Mrs. TOMPKINS. We couldn't get any tires, I suppose, these days, but I wasn't figuring on leaving this summer. I stayed all last year. I work in the camp lunchroom. I like it here.

Mr. TIPTON. Did the whole family stay here last summer?

Mrs. TOMPKINS. I had one son went up to Michigan. He was just hitting for the cherries, though, and then came back.

Mr. TIPTON. Do you think you are settling down here for a while?

Mrs. TOMPKINS. Yes, I do.

Mr. TIPTON. You are going to give up your travels between Michigan and Florida?

Mrs. TOMPKINS. It is like this, I might go again sometime when things get better, but I didn't know how it would be to travel now.

TRAVELED SAME ROUTE SEVERAL YEARS

Mr. TIPTON. Can you tell us approximately how many weeks out of the year, during that time when you were making these rounds, you were able to find some kind of picking work?

Mrs. TOMPKINS. Well, I'll tell you, unless a season happened late or something other like that, when we left the one job we knew what time we were going to work in another, for, after the first year, we always had a certain place to go back to and they would write us whenever it would be ready for us.

Mr. TIPTON. So that you were regularly in correspondence with these people you had worked for?

Mrs. Tompkins. Yes, sir. We corresponded with them all of the time, and when we left Idaho and came back to cherries, we knew what we were going to get in cherries because we have always corresponded with the people we worked for.

Mr. Tipton. How did you originally make these contacts?

Mrs. Tompkins. You see, the first year we went up, we just went on chance, you know, and we worked with them and we went back again. They would write us that they had good crops, or what time, and they were always fair with us. They would tell us if the crop was good or not. If it wasn't good they would tell us who had a good crop in the neighborhood.

Miss Pascal. Did these people ever suggest that you bring other harvesters along?

Mrs. Tompkins. Yes; at times they did. If they had an extra crop, they would ask us to bring workers along.

Mr. Tipton. Were you ever able to get others to travel along with you to the same places?

Mrs. Tompkins. Yes, sir; quite a lot.

Miss Pascal. Do you know many people who make this round you have described between here and Michigan?

Mrs. Tompkins. Yes; there are quite a few. There are quite a few people—well, I know people from several States that make the round.

Mr. Tipton. So that when you are traveling around you quite often meet people that you know from other areas?

Mrs. Tompkins. Yes, sir. They would say "I'll see you in Florida" or "I'll see you in Michigan," and they would all be there. It is quite a lot of fun. Sometimes there would be several of us pull out from a place at one time and we would say "We will eat supper at such and such a place." We hardly ever pulled in a tourist camp or anything like that. We would stop some place and all cook and eat and have supper and sit around the campfire and probably sleep a little bit and get up and go again.

FARM SECURITY ADMINISTRATION MIGRATORY CAMPS

Mr. Tipton. What do you think of these Government camps, Mrs. Tompkins?

Mrs. Tompkins. I think they are a splendid thing for the poor people.

Mr. Tipton. Your living conditions in Government camps are better than where there are no camps?

Mrs. Tompkins. Yes, sir; because you see we don't have any sanitation most places.

Mr. Tipton. Is it hard to get water and accommodations?

Mrs. Tompkins. Yes, sir. But we have a nice cannery here, you know, and we can anything we want to. If we get hold of vegetables, the camp furnishes cans and the place to can them. We just give two out of the dozen as toll. Then we have utility buildings, hot and cold running water at all times, lots of tubs, clotheslines, ironing boards, irons, showers, and we have a good school right here, and they have a lunchroom where the children all get lunch. They pay a nickel for their lunch and get a good lunch and a drink. If they don't have the nickel they get lunch free. Here they have grounds for the children to play and they have swings and things like that for them to play and have a recreation hall to go to at night, or in the day either, ball grounds, a basketball court.

Miss PASCAL. Have you done any vegetable gardening here?

Mrs. TOMPKINS. Yes, we have. Back in there [indicating] are a lot that has vegetables and a few have chickens. Of course, we don't live on the outer edge, but we do have a garden spot.

Miss PASCAL. Can anyone who wants to garden take over a patch and grow things for their own use?

Mrs. TOMPKINS. Yes. Another thing here, too, they don't have any speeding and one doesn't feel uneasy about a child being out on the road or anything like that. We have the use of the clinic and all that.

Miss PASCAL. They have a nursery here, don't they?

Mrs. TOMPKINS. Yes; they have a nursery. They have a nursery for the children and take care of them when the parents have to work.

Miss PASCAL. Thank you, Mrs. Tompkins.

TESTIMONY OF JAMES SOLOMON, (NEGRO), CAMP OKEECHOBEE, FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP, BELLE GLADE, FLA., APRIL 27, 1942

Mr. TIPTON. Will you give your name and address?

Mr. SOLOMON. James Solomon, Belle Glade, Fla., general delivery.

Mr. TIPTON. Where are you from?

Mr. SOLOMON. Dawson, Ga.

Mr. TIPTON. How long have you been down here?

Mr. SOLOMON. Since 1938.

Mr. TIPTON. Do you go back up to Dawson in the summertime?

Mr. SOLOMON. I have been twice.

Mr. TIPTON. The rest of the time you stayed down here?

Mr. SOLOMON. Yes, sir.

Mr. TIPTON. What do you do down here?

Mr. SOLOMON. I hoe cane.

Mr. TIPTON. Do you cut cane, too?

Mr. SOLOMON. Yes, sir.

Mr. TIPTON. How long do you hoe cane and how long do you cut cane?

Mr. SOLOMON. You hoe 6 months and you cut 6 months.

Miss PASCAL. Whom do you work for?

Mr. SOLOMON. United States Sugar Corporation.

Mr. TIPTON. How long have you lived here in the camp?

Mr. SOLOMON. I came here in October, I think, of this last year.

Mr. TIPTON. Did you come in here when you came down from Georgia?

Mr. SOLOMON. Yes, sir.

Mr. TIPTON. Did you live in the camp last year?

Mr. SOLOMON. No, sir.

Mr. TIPTON. Where did you live?

Mr. SOLOMON. Miami Locks.

Mr. TIPTON. About 10 miles down toward Clewiston?

Mr. SOLOMON. Yes, sir.

Mr. TIPTON. Where did you live down there?

Mr. SOLOMON. I stayed in a fellow's quarters, Mr. Charley Thomas.

Mr. TIPTON. Did you work for the Sugar Corporation then?

Mr. SOLOMON. Yes.

Mr. TIPTON. Did you ever live in a Sugar Corporation camp?

Mr. SOLOMON. I stayed down there about 3 months in the cane camp.

Mr. TIPTON. Was that the first 3 months of the season that you stayed in the camp or the last 3?

Mr. SOLOMON. The first 3.

Mr. TIPTON. How did you happen to move out of the camp into Mr. Thomas' quarters?

Mr. SOLOMON. I was sick 1 day and the man wanted to make me work, the superintendent, foreman.

Mr. TIPTON. You didn't want to work when you were sick, so you moved?

Mr. SOLOMON. Yes.

Mr. TIPTON. Did you have to move?

Mr. SOLOMON. No, sir; I didn't have to move.

Mr. TIPTON. But you had to move or work; was that the idea?

Mr. SOLOMON. Yes.

Mr. TIPTON. Did you go back to work when you got well?

Mr. SOLOMON. Yes, sir; the same place, but I stayed at another man's quarters, Mr. Charley Thomas.

Mr. TIPTON. Did you work all this season for the Sugar Corporation?

Mr. SOLOMON. I didn't work quite all the season, I was off about a month.

Miss PASCAL. How long did you work for the Sugar Corporation?

Mr. SOLOMON. About 4 months. They start hoeing now, this morning.

Mr. TIPTON. How long does the hoeing last?

Mr. SOLOMON. Until about the last of September. It lasts 6 months.

Mr. TIPTON. Then, when the hoeing is finished, it is time to start cutting again?

Mr. SOLOMON. Yes.

Mr. TIPTON. And you moved right into this camp when you came down this year?

Mr. SOLOMON. Yes, sir.

Mr. TIPTON. Then you went to work right away, cutting cane, for the sugar company?

Mr. SOLOMON. Yes.

Mr. TIPTON. And you worked for them 4 months. What did you do the rest of the time?

Mr. SOLOMON. I worked in cabbage for Mr. W. R. Hooker.

Mr. TIPTON. How did you happen to quit cutting cane and go to work in cabbage?

Mr. SOLOMON. I was cutting some and toting some and I got disabled to tote. It got me down in my back so I wasn't able to tote, tote it to the wagon and load it, so I told the man I couldn't, and he said I had to, and I said if I have to tote, I will quit.

Mr. TIPTON. So then you went to working in cabbage?

Mr. SOLOMON. Yes.

Mr. TIPTON. When was this?

Mr. SOLOMON. It was before Christmas.

Mr. Tipton. Have you a family?

Mr. Solomon. Yes, sir.

Mr. Tipton. How big?

Mr. Solomon. Me and my wife, no children.

Mr. Tipton. Were you married when you lived at the Sugar Corporation quarters? Did you have a room in one of their houses?

Mr. Solomon. Yes; one room.

Mr. Tipton. When you moved to Thomas' quarters, how much rent did you pay?

Mr. Solomon. $1 a week.

Mr. Tipton. Did you have to pay that yourself?

Mr. Solomon. Yes, sir.

Mr. Tipton. Were there other people living in Mr. Thomas' quarters that worked for the Sugar Corporation, paying $1 a week?

Mr. Solomon. Some of the rooms they had to pay $2 a week for.

Mr. Tipton. But they all had to pay that themselves?

Mr. Solomon. Yes, sir.

EARNINGS

Miss Pascal. Did you find that you could make as much money in cabbage as you could working in cane cutting?

Mr. Solomon. No, ma'am, not altogether. I got $2 a day for cabbage.

Miss Pascal. By the day?

Mr. Solomon. Yes, ma'am.

Miss Pascal. How about sugarcane?

Mr. Solomon. I would average $2.50 in cane, sometimes $3.

Miss Pascal. Are the hours longer in cane than in cabbage?

Mr. Solomon. Yes.

Miss Pascal. Did you ever pick beans?

Mr. Solomon. No, ma'am.

Miss Pascal. Which do you like best, working in cabbage or working in sugarcane?

Mr. Solomon. I like the cabbage the best for the work but it's about played out so I started back cutting cane.

Mr. Tipton. When did you start cutting cane again?

Mr. Solomon. About the last of March.

Mr. Tipton. How long did you cut cane that time?

Mr. Solomon. I stopped 2 weeks, tomorrow.

Miss Pascal. Are you going back to Georgia this summer?

Mr. Solomon. I am going to stay down here.

Miss Pascal. What do you plan to do next?

Mr. Solomon. The same thing, I imagine.

Miss Pascal. Are you going to cut cane next year?

Mr. Solomon. Yes; if nothing don't happen.

Miss Pascal. Do you know whether there are many of the boys who work for the sugar company living in quarters like Mr. Thomas'—in Belle Glade or Pahokee?

Mr. Solomon. There is plenty live in Belle Glade work down there.

Mr. Tipton. How about other places?

Mr. Solomon. Down at South Bay, some of the boys work there, but they don't stay in the camp but they stay at another place.

Mr. Tipton. Are the cane camps ever filled up so that there is no room for all the boys in the camp?

Mr. SOLOMON. No.

Mr. TIPTON. But they just don't want to stay in the camp, they prefer to stay outside?

Mr. SOLOMON. Yes.

Mr. TIPTON. Why do you suppose that is?

Mr. SOLOMON. When one is sick he has to go whether he is well or not.

Mr. TIPTON. He has to go out and work whether he is sick or not?

Mr. SOLOMON. Yes.

Mr. TIPTON. But if they don't live in the camp, they don't have to go out when they don't want to?

Mr. SOLOMON. Yes.

Mr. TIPTON. Thank you.

TESTIMONY OF HOWARD L. HANEY, BELLE GLADE, FLA., APRIL 23 AND 26, 1942

Mr. TIPTON. Will you give your name and occupation for the record?

Mr. HANEY. Howard L. Haney, farmer, Belle Glade, Fla.

Mr. TIPTON. How many acres do you operate, Mr. Haney?

Mr. HANEY. Possibly 2,000 acres.

Mr. TIPTON. That is the amount you own?

Mr. HANEY. Yes.

Mr. TIPTON. In any one season, how much of that is operated?

Mr. HANEY. Eight hundred.

Mr. TIPTON. Is that 800 acres cropped more than once during the season?

Mr. HANEY. Very seldom.

Mr. TIPTON. What are the main crops that you grow?

Mr. HANEY. Potatoes, cabbage, celery, some grass used as pasture for fattening cattle.

Mr. TIPTON. Can you give us an idea of how the 800 acres is divided between the various crops?

Mr. HANEY. One hundred and sixty celery, the same of potatoes, and about 120 cabbage, and the balance pasture.

Mr. TIPTON. How long have you been farming in this area?

Mr. HANEY. Six years.

Mr. TIPTON. You came here from where?

Mr. HANEY. Sarasota County.

Mr. TIPTON. How long have you farmed in Florida?

Mr. HANEY. Since '28. We started in the year '29. This is the thirteenth year.

Mr. TIPTON. You were a farmer previously?

Mr. HANEY. In Michigan.

Mr. TIPTON. What type of farming?

Mr. HANEY. General farming.

Mr. TIPTON. Did you ever raise any celery in Michigan?

Mr. HANEY. Yes; I raised celery in Michigan.

Mr. TIPTON. About how large an acreage?

Mr. HANEY. Not a very large acreage. It was diversified, very diversified there, you know. Everything from grains, small fruit, hay, and some celery.

Mr. TIPTON. Can you tell us why you left Michigan and came to south Florida to farm?

Mr. Haney. Yes; it was on account of my health. I came to Florida for my health. Too much cold weather in Michigan. I couldn't stand the cold.

Mr. Tipton. Would you say that the bulk of the growers down here are people who have come from out of the State of Florida or are most of them old Florida residents?

Mr. Haney. Most of them in this immediate vicinity are natives of Florida. Now, I say natives. They have been here since the section opened up. You see this is a relatively new section of the country, this immediate section. You go to a pioneer meeting and people that have been here 20 years are old timers. You see, there was virtually nothing here 20 years ago.

Mr. Tipton. When you say most of the people here are old time residents of Florida, you are thinking in terms of 15 or 20 years?

Mr. Haney. But it is a fact that most of them are native born. There are some from Georgia, of course. I can think of a half dozen right now from Georgia, but I believe there are more from Florida than any other State.

Mr. Tipton. How about northern States, Michigan, Ohio, places like that?

Mr. Haney. Well, one of our largest farmers here is from Michigan, but I think of very few outside of us two.

Mr. Tipton. You say you came here from Sarasota. Did you grow celery in Sarasota?

Mr. Haney. Nothing but celery.

Mr. Tipton. Why did you move from Sarasota to the Glades?

Mr. Haney. There was no room for expansion there in Sarasota. The land available was very limited. Prices were high. That land up there is around $700 an acre.

Mr. Tipton. What type of irrigation is necessary over in Sarasota?

Mr. Haney. They use what is termed "seepage" irrigation and get their water supply from artesian wells.

Mr. Tipton. That's not the same sort of a proposition as tile draining at Sanford?

Mr. Haney. No; they use mole plows. They use mole plows for making irrigation drains through the soil.

Miss Pascal. What type of soil is it in Sarasota?

Mr. Haney. That's a muck. You see that was a drained lake. All of the celery farming in Sarasota County was in an old drained lake.

Mr. Tipton. Is that a true muck in contrast to the peat?

Mr. Haney. No; it's peat.

TYPES OF SOIL

Mr. Tipton. Mr. Haney, would you give us a description of the soil types here and what is necessary for bringing the land under cultivation and the way in which that process of bringing the land under cultivation is carried out?

Mr. Haney. You start out with raw peat soil, grassland. Of course, that grows to a height of about 6 feet, very coarse grass with very fibrous roots, roots that require some time, probably 8 months or longer, to disintegrate and become a part of the soil, which is contrary to most any other grass that you might have to contend with. So the first process is plowing under the grass as deeply as you can plow it. This should be done in the winter. Then we allow it to go under water, that is, we don't pump the water off it in the summer. We allow it to go under water the following summer. The whole area, of course, has previously been ditched and diked and a pumping system installed. Then, about August, you pump the water off and till it thoroughly. By working it thoroughly, you can grow a crop of Irish potatoes. Up until now, that's the only thing we have found that we can successfully grow on raw sawgrass land the first year. After another deep plowing and a further curing process the next summer, it is available for other vegetable crops, principally leaf vegetables such as celery, escarole, romaine, any of the leaf crops that we can grow with profit. Of course, in the meantime, it has been necessary to supply the soil with secondary elements, principally copper. Next in line, I think, would be zinc and manganese and boron.

Miss Pascal. What quantities of the different elements are necessary?

Mr. Haney. Well, the different farmers, of course, have developed different techniques and different ideas in that respect, but the general practice—and of course our experimental station is finding out more about that each year—I would say now, would be approximately 50 pounds of copper and 25 pounds of zinc and about 1 pound of boron to the acre.

Miss Pascal. This description applies to the peat land, doesn't it?

Mr. Haney. Yes; that applies to the sawgrass land. Now we have other soils—lake bottom, for example, which is land that has been brought into use since the new dike was put up.

Miss Pascal. Where is that located?

Mr. Haney. Around the dike. A dike goes around the lake for protection against floods during hurricane season. Next would come what is known as custard apple land, so called because there was a rim around the lake, a belt, maybe a mile or less wide, that was covered with custard apples, and the reason it was covered with custard apples was because it was a strong land, a silt land that had come under the influence of the lake in the past, ages past, and had a greater deposit of silt and a greater deposit of the essential secondaries that were washed down from the Kissimee River Valley through the Kissimee River.

Mr. Tipton. Before you go on, may I ask, how wide is this strip of custard apple muck?

Mr. Haney. It varies. Where the bank wasn't built up as rapidly in some places as it was in others, it would spread out. I don't know exactly, but this could be found out be getting a report on the Soil Science meeting that just ended in West Palm Beach. They had a Soil Science meeting there beginning Tuesday and ending this afternoon, a combination of soil science and horticulture, and Dr. Allison, who has taken a great interest in the Glades and has probably been instrumental in perfecting the science of cultivation more than any other person here, has given an excellent description of these various areas.

Mr. Tipton. Who is Dr. Allison?

Mr. Haney. Dr. Allison is a man who, at one time, had charge of the experimental station here. About 2 or 3 years ago, or back at the time we were having difficulty in the Dust Bowl, he was called to Washington and spent some time out there and at present is in Gainesville.

Mr. Tipton. Connected with the University?

Mr. Haney. Yes; connected with the University. The next type, before you get to the sawgrass, is what is known as elderberry land and is called that because that's what grows on it—elderberries. It is considerably more fertile than the sawgrass but not as fertile as the custard apple and then it gradually fades out into the pure sawgrass land. Now this plastic soil that accounts for these various types is all over the productive land, whether it is sawgrass or what it is, but in the sawgrass area, it is down beyond reach, next to the rock. You see, this peat land is all resting on solid rock. It is just a porous, but solid, rock, and there will be 16 inches to 2 feet layer of this plastic material right next to the rock. In digging a canal, when you turn that up, that comes on top on the ditch banks. It is very productive and you can grow anything there without fertilizer. Now, here where we are, we are about 6 miles from the lake and that plastic layer at this time is about 14 inches below the surface. The top is sawgrass. In plowing in this field right back of the house, you will plow up a little of that plastic occasionally. It lies nearer the surface as the land subsides. Now the subsidence is quite rapid here in the Everglades, which is the main reason why we should have a good plan of soil conservation. It will settle about a tenth of a foot a year. Now, on a sample 2-mile straight line on our farm, we found that in the first 18 months the subsidence amounted to 5 inches. After that it would be about a tenth of a foot a year.

CAUSE OF SOIL SUBSIDENCE

Mr. Tipton. Will you explain to us what causes that subsidence?

Mr. Haney. Yes. A certain percentage of it, the amount of which we haven't been able to determine, is from compaction, of course, but the major part is oxidation or the slow burning of the vegetable matter. You see, this peat soil is mostly vegetable matter. In fact, it shows, I understand, as low as 6 percent ash and the process of oxidation, especially when it isn't properly handled—and I mean by that, lack of water control—may be considerable. Of course, this subsidence is taking place whether the land is under cultivation or not. Out in the untilled areas, during the winter months, which is usually our dry period, the soil cracks almost to the rock and there will be cracks 16 inches wide at the top, extending down in there 5 or 6 feet and, of course, when the rains come those cracks fill up and you can't see it. It appears like erosion there, such as you would have from sun and rainfall up in the clay areas, but it is simply the land drying up and burning up for lack of moisture. Of course, the thing that created the soil was the fact that it was submerged the greater part of the year and the sawgrass has a chance to develop and fall down and create a soil, but, when we drain it, although the sawgrass continues to grow, it is out of water so much of the time that the actual humus is losing instead of gaining.

Mr. Tipton. Is subsidence increased a good deal when the land is under cultivation?

Mr. Haney. It is the general opinion that that doesn't make much difference. In fact, here at this house the land had been cultivated but the general elevation is about the same as the field, and the water table, of course, has been about the same in the field as it has on the land and this has dropped away about 8 inches since this house was built. It has settled about 8 inches from the house line. That averages about an inch a year because the house has been here about 8 years. It shows up very plainly because it is a stucco house and where the stucco was flattened out at the point where it met the ground, the ground has dropped away and that flattened stucco edge is now 8 inches in the air.

Mr. TIPTON. You said a little while ago, Mr. Haney, that on this 2-mile line out at your farm you had noticed that in 18 months the subsidence had been 5 inches and that the usual amount of subsidence runs about one-tenth of a foot a year. What would account for that difference in rate in that first 18 months over the usual rate?

Mr. HANEY. There is about 12 inches of the top soil that's very light and porous and, of course, thickly interwoven through that is the sawgrass roots and just in the general course of cultivation, the plowing and disking that you give it the first year, will settle it to that extent and that's mostly compaction. After that, it's a combination of both compaction and oxidation.

SOIL CONSERVATION

Mr. TIPTON. Are there methods of cultivation by which this rate of subsidence can be held at a minimum?

Mr. HANEY. I wouldn't say methods of cultivation, but methods of soil conservation such as proper water control, whereby, for instance, you could keep your land submerged during what you might term the rest period which, in our case, would be during the summer. That can be done on the cultivated areas but the cultivated areas are such a small percent of the Everglades that you can see the enormous waste when these outside areas can't be kept under water, or at least at the saturation point. Of course, they are under water during the summer, when our land is at rest, but when most of the damage is done and most of the waste takes place is during the long winter months which is our dry period and the oxidation alone, on the raw land, will almost equal the combination of oxidation and compaction on the cultivated land.

Mr. TIPTON. On cultivated lands does the level of the water table make a difference in the rate of subsidence?

Mr. HANEY. I believe that the consensus would be that it would not, due to the fact that after the first year or two you develop in the soil considerable capillary action and, while your land may not be at the saturation point, it will, at all times, contain sufficient moisture to retard oxidation. Of course, oxidation isn't so rapid when your soil is covered with vegetation other than sawgrass. Sawgrass isn't dense enough to shade the lands sufficiently. On the low-water tables on the raw land during our cold period there will be almost unbelievable differences in temperatures, as our weather service indicates. There will be as much as—well, the greatest difference noted is about 9° in a distance of about 200 yards.

Mr. TIPTON. I wonder if you could explain the reason for that.

Mr. HANEY. Yes; on the raw sawgrass land, being porous as it is with a coating of a few inches of dead sawgrass leaves on top, there is virtually no capillary action and, when our soil doesn't contain any moisture, it doesn't have the ability to store up the heat from the sun's rays and, therefore, doesn't have anything to give off in the morning, which is the danger point. Our lowest temperatures are just before sunrise in the morning, after the heat that has been stored is exhausted, and your cultivated land may have a sufficiently high water table to carry it through that period where the lighter soils or fluffy soils won't.

LAND DEVELOPMENT

Mr. Tipton. What type of plow do you use for originally breaking up sawgrass lands?

Mr. Haney. Disk plows.

Mr. Tipton. You said awhile ago that you began breaking up new land in the winter. How many months before that can be planted to the first crop of potatoes?

Mr. Haney. The following September.

Mr. Tipton. When will those potatoes be ready to harvest?

Mr. Haney. In December.

Mr. Tipton. So that it is just about 9 months before you plant and approximately a year before you get a harvest?

Mr. Haney. Yes. Of course, it is better to let it stand over a year because you get a dense weed growth. They call them careless weeds here, but they are the same as we call pig weeds up in the country. And that growth helps to disintegrate the sawgrass roots and, regardless of the fact that you may plant within this 9 months' period, most of the farmers will plow the second time about halfway between that period, although, you understand, we haven't had a great deal of time to develop this technique, and right now I don't believe there would be many farmers that would attempt to plant the first year. They prefer to plow it again the following winter and probably get it plowed at least three times. You see, the first time you plow it about 16 inches deep, which usually brings the sawgrass roots to the surface, and then another plowing will bury them deep enough that they won't be in the way of your top cultivation.

Mr. Tipton. All this plowing is by disk plows?

Mr. Haney. Yes.

Mr. Tipton. What sort of power is used for this process?

Mr. Haney. The only tractor that we can use successfully is a track tractor, caterpillar type, usually about a 30-horse tractor.

Mr. Tipton. Then the original plowing is done with caterpillars. How about the cultivation of crops, what type is used?

Mr. Haney. We can use the pneumatic-tired Farmall type.

COST OF LAND DEVELOPMENT

Mr. Tipton. Can you give us an estimate, Mr. Haney, of the per-acre cost of putting new sawgrass land under water control, and, secondly, of breaking up that new sawgrass land, preparing it for the first crop?

Mr. Haney. That depends, of course, upon the type of pumps installed and the quality of the installation. There are numerous ways of doing that. If you put in with an eye to the future, you need a good substantial concrete based pump with the motor, an efficient type pump and motors of sufficient size to make maximum use of the pump, and about twice the pumping capacity that you would need in normal times. If you dig your ditches properly and construct your dikes properly to insure yourself against breaking of the dike and high water, the cost would be around $20 an acre. That's for the water control.

Mr. TIPTON. How much additional for this process of bringing the land under cultivation?

Mr. HANEY. Do you mean just the first year's work?

Mr. TIPTON. Yes.

Mr. HANEY. That would cost you another $10 an acre. Then, of course, before you get it in condition for such crops as celery or any of the vegetable crops, good farming practice would call for leveling, that is, filling in any of the burned places. Now, there will be places where, in the past, fire has started and you will have 4 or 5 inches of the top soil burned off. Those low places should be filled in, in view of the fact that you are using seepage irrigation. You can't control your water in those particular places and, if you get your water high enough in the rest of the farm, those places are too wet. That would cost you as much as you want to spend doing it, anything up to $25 an acre. Some pieces that we have concentrated on for celery have cost us an additional $20 an acre.

Mr. TIPTON. That's $20 in addition to the water control plus the first cultivation?

Mr. HANEY. Yes.

UNIT OF DEVELOPMENT

Mr. TIPTON. What is the smallest acreage on which it is feasible to install water control?

Mr. HANEY. A half section. That depends now on whether or not you are out by yourself or whether you have neighbors that are taking the water off of one or more sides.

Mr. TIPTON. The more neighbors you have doing that, the less it is going to cost you?

Mr. HANEY. Yes. The reason for this is that the rock on which this peat soil is resting is porous and, when the water outside of your dike is at a land level or higher, a seepage ditch inside of your dike won't stop the water from being forced under your ditch and out into your farm for a distance of 300, or 400, or 500 feet. So, the larger your tract of land the smaller is the percentage of that tract of land that you can't cultivate in a wet season.

COST OF WATER CONTROL

Mr. TIPTON. When a half section field is brought under water control, how many pumps would be necessary to control the water table, assuming that you had no immediate neighbors to help you control the water?

Mr. HANEY. I have two pumps with a capacity of 15,000 gallons a minute each, making a total of 30,000 gallons a minute.

Mr. TIPTON. They handle how much land?

Mr. HANEY. A half section.

Mr. Tipton. Can you tell us the approximate cost of these pumps and their installation?

Mr. Haney. Between $5,000 and $5,500.

Mr. Tipton. How much additional cost for the necessary ditches?

Mr. Haney. That depends upon what you are going to use it for and how many ditches you want to put in. The cost per acre that I have been giving calls for 660 feet of ditch, in addition to the large ditches around the outside. You have to dig a fairly good sized ditch around the outside to get sufficient muck to build a strong dike. The figures that I have been giving are for land out in the sawgrass where we had no help. We had to dig the large canal all the way around to protect ourselves on three sides. Now, if we were in an area where we had neighbors, we could dig a much smaller ditch on the side, and depend more upon our inner ditches. Also, we have to dig considerably more ditches than we need, if it were not for these heavy rains that we get occasionally. Just this last week we had about a 7-inch rainfall and right now the water in the canals is higher than the land. It might seem that we dig more ditches than would be necessary and that is the case for just a normal rainfall, but you have got to insure yourself against a total loss by putting in considerably more ditches than would be necessary normally. I haven't told you in dollars and cents what that addition would be, but it will be close to $20 an acre.

Mr. Tipton. Assuming that you had close neighbors to help you, approximately what proportion of that $20 would you be able to save?

Mr. Haney. You could save 25 percent.

FERTILITY OF LAND

Mr. Tipton. A little while ago you said that the sawgrass land was less fertile than the elderberry and the elderberry less fertile than the custard apple. What elements account for this difference in fertility?

Mr. Haney. The known elements are those that I have mentioned, copper, manganese, zinc; and, of course, those silts will be higher in phosphorus and potash content. They also have a greater ability to retain those elements; it is generally recognized that the leaching in those muck soils is not as great. Minerals have been added to this soil by overflowing lake water, due to the fact that this water flows from the natural watershed of the central part of the State through the Kissimmee River, and contains not only the minerals that we have mentioned but all other minerals that are in the soil. When the lake overflowed, previous to the time that the dikes were built, it evaporated there and left this residue. The mineral content of the soil seems to be in a direct ratio with the distance of the soil from the lake.

FERTILIZER

Mr. Tipton. Is it necessary to add any nitrogen to any of these three types of soil?

Mr. Haney. It wouldn't be necessary if it wasn't for the fact that we are farming during the cold winter months. The aeration brought about by cultivation will start nitrification if you have a high enough temperature, but during the winter months, when you are carrying high water tables for frost protection and your ground is wet and you have a cold period, it is necessary to apply certain small amounts of nitrogen.

Miss Pascal. Mr. Haney, is that more true for growing certain crops than others?

Mr. Haney. Of course, with the rapid-growing crops you don't take a chance. You apply the nitrogen. Now I refer to something like radishes that will produce in 23 days or like beans that you can produce in 43 days. You usually don't take a chance. When you fertilize those you put in some nitrogen, but any of the other crops that run over a period of 3 months, you can usually apply it when necessary and save that expense, because you may not have to put it on.

Mr. Tipton. Then when you do have to apply nitrogen, you put it on as a side dressing?

Mr. Haney. Yes.

Mr. Tipton. For celery do you use any in the original planting or only in case you feel it is necessary as a side dressing?

Mr. Haney. You are referring to the nitrogen of soda?

Mr. Tipton. Yes.

Mr. Haney. We use no nitrogen in the original.

Mr. Tipton. What fertilizer formula do you use for celery?

Mr. Haney. A popular formula is an 0–8–24.

Mr. Tipton. How about cabbage?

Mr. Haney. About half as much of the same formula.

Mr. Tipton. How many pounds of this 0–8–24 do you use to the acre for celery?

Mr. Haney. A ton. You can apply your secondaries in your spray because it is necessary to have a regular spraying schedule, usually once a week. You can apply your boron and your zinc and your copper that way. The plants will take it through the leaf.

Miss Pascal. About what is the cost per ton of this 0–8–24?

Mr. Haney. That varies considerably from year to year. Of course, now it is rather high, approximately $40 this year.

CULTIVATION

Miss Pascal. What type of cultivation is necessary in the Glades?

Mr. Haney. Those methods vary with the individual. Of course, in a broad sense, they are more or less the same. Weather conditions determine more or less the type of cultivation that you will use and there is different cultivation for different crops. If it is celery, celery takes a shallow cultivation, as long as our soil is friable or loose. If you have heavy rains, unless the soil is loosened up, your bacterial action ceases and therefore nitrification ceases. You can't do deep cultivating if your celery is very large, because of the roots. You would disturb the roots too much, so we use subsoilers with about an 8-inch sweep, and we cultivate at a depth of about 10 inches. They do a minimum of damage to the roots and loosen the soil all of the way to the surface. Outside of this subsoiling after rain, as far as celery is concerned, the only cultivation you do is to keep the weeds down.

Mr. Tipton. All of these processes, I suppose, are pretty highly mechanized?

Mr. Haney. Yes; your subsoiling can be done by one man. You will do anywhere from three to five rows at a time with a Farmall tractor.

DISEASE AND INSECT CONTROL

Miss Pascal. How about disease and insect control? What methods are used?

Mr. Haney. You must have a regular schedule for disease control. The general practice is once a week whether it needs it or not, because you can't tell when it needs it. You watch for the insects. They are seasonal, of course. We have a great deal more insects and pests to fight here than we do in the North, or so it seems to me. In the case of celery, you will start in the seed beds with cutworms. You may have aphids and red spiders. Then we have about a half dozen different kinds of cutworms that we have to contend with in the field, climbing varieties, and we have the leaf worms, two different kinds of leaf worms. We have to contend with these aphids quite regularly and in the spring we usually have thrip trouble. Of course it's just part of the farming to keep a thorough watch of those things and take care of them as the occasion arises.

Miss Pascal. What methods are used to apply insecticides?

Mr. Haney. I use mostly wet spray. There are a number of dusts that are effective for most of the vegetables. Of course it is regulated by law, but we can use arsenicals up to 6 weeks before harvesting. If we have difficulty after that we use dusts which are not poisonous to warm-blooded animals.

Miss Pascal. Are these sprays and dusts applied by hand machinery or power machinery?

Mr. Haney. All power machinery. There are times when most any of the farmers might use the airplane dusting. For instance, when the ground is too wet to carry their dusting and spraying machines, and for certain types of dusting, the airplane is considerably cheaper and just as effective. On large fields of beans, where the vines have become so large that it isn't practical to go in with a machine, the airplanes are very effective.

Mr. Tipton. Can you give us now an estimate of the per-acre cost of disease and insect control?

Mr. Haney. It will run from $10 to $18 per acre—at least that's my experience.

Mr. Tipton. Will you give us an estimate of the capital requirements for entering the farming business on the basis of an acreage that you consider to be a minimum for profitable farming in the region?

Mr. Haney. Would that be starting from scratch on undeveloped land?

Mr. Tipton. Yes.

Mr. Haney. The minimum would be about a section, 640 acres. You would need about $35,000 worth of equipment. The land would cost you between $20 and $30 an acre. Roughly, you could figure between $40 and $50 an acre to get into production.

COSTS OF GROWING CELERY

Mr. Tipton. I wonder if you could give us an idea of the comparison in the costs of growing celery in the lake region with Sarasota, Sanford, and northern areas?

Mr. HANEY. There isn't a great deal of difference in the cost of production in any one of the three Florida areas, as the methods of farming and the methods of fertilizing are perfected, although, of course, the larger your acreage, the less your per-acre cost is going to be. Here in this area it will run around $175 an acre. In Sarasota it will run as high as $225. In the Sanford area, which doesn't include Oveido because Oveido is an entirely different proposition, it might run as high as $250, due to the fact that it is necessary for them to use a great percentage of organic fertilizers, and your plant foods, when purchased as organics, always cost more per unit than the mineral fertilizers.

Miss PASCAL. Does the elaborate irrigation system they have up there increase the cost of production to a great extent?

Mr. HANEY. Yes; it does; for the simple reason that they are farming on that coarse sand which leaches very readily and they won't have the residue of their previous fertilizing that we will have. You see, their tiles are only about 12 inches under the surface. They rest on a hardpan and that peculiar formation is what made Sanford a celery-growing section, because it will hold their artesian water. Were it not for that hardpan they just couldn't grow celery and the sand is so coarse that their fertilizer leaches out readily during rainy times.

Miss PASCAL. How about the Oveido region?

Mr. HANEY. Oveido is comparable to Sarasota. The Oveido land is probably the most fertile of the three sections.

Mr. TIPTON. You gave us per-acre estimates for costs of growing in those regions. How do yields compare in the regions?

Mr. HANEY. I would say that the average yield would be greater in the Oveido section than any other, next would come Sarasota, then Belle Glade, and Sanford would come last, although certain farmers in Sanford will equal the yield of any of the other sections.

Mr. TIPTON. Can you give us an estimate of the per-acre yields in any or all of the sections?

Mr. HANEY. I believe that the average for the State is around 350 crates to the acre. We have averaged 600 crates to the acre in Sarasota, which is unusual, but between 450 and 500 crates to the acre would be a fair estimate for Sarasota. Oveido might be as much as 15 or 20 percent higher, while Sanford will fail to equal the State average.

Mr. TIPTON. And how about Belle Glade?

Mr. HANEY. Belle Glade will come right in between Sarasota and Oveido.

Mr. TIPTON. We have been discussing the per-acre costs and per-acre yields of the various sections in Florida. Now, can you give us some indication of how costs and yields in Florida would compare with northern producing areas such as New York and Michigan?

Mr. HANEY. Due to the methods of planting in Michigan and New York, it is hard to get a comparison, on an acre basis, with this region. In Florida we will plant from 45,000 to 65,000 plants to the acre. In Michigan and New York they will plant around 25,000 to 30,000. In the fall of the year, in particular, they use dirt for bleaching, and they must have their rows far enough apart so they can get sufficient dirt for that purpose. Down here, because of higher temperatures and the fungus diseases, we can't use dirt for that purpose. We must use paper. Therefore, we put our rows closer together and get that additional number of plants per acre, so it is hard to make a comparison, although, basing it on the number of plants per acre, there is very little difference in the yield.

Miss Pascal. Can celery be produced more cheaply in Florida than in New York and Michigan?

Mr. Haney. Due to the fact that the soils of both Michigan and New York are considerably more fertile than those in Florida, they can grow it cheaper than we can.

Mr. Tipton. From what you have told us so far, it would appear that Everglades farming is, to a considerable extent, a large-scale proposition.

Mr. Haney. It is a large-scale proposition and a much more profitable proposition than the northern celery growing.

Mr. Tipton. And is that also true of other crops besides celery?

Mr. Haney. Yes.

DIVERSIFICATION

Miss Pascal. Is there any tendency in the Everglades region for the size of operation to increase?

Mr. Haney. No; I wouldn't say there was a tendency for it to increase. Conditions make it imperative that you have a considerably larger acreage in order to farm economically, due more or less to lack of diversification. You see, we are working under handicaps here that the Michigan farmers, for instance, don't have. They range all the way from small fruits to vegetables, cattle, and what have you. We must confine our efforts to green vegetables. Of course, the crying need of the Everglades is diversification and we are heading toward that. There are possibilities in grass-fattened cattle. We have several new crops being tried out, for instance, ramie. We have 2,500 acres of ramie and we hope, and have every reason to believe, that this will become a profitable crop. There has been a recent introduction by the United States Sugar Corporation of sweetpotatoes for starch and there are possibilities in the same sweetpotato for cattle feed. There are a number of the farmers going to try it out next year. In fact, just in the last few weeks we have organized, in the county, a cattlemen's association with a dozen or more members, all of whom expect to have a certain number of feeders for next year. You see, we have grass available at a time when 100 to 150 miles up the State their grass is out. That's in the winter months, and we feel that it is going to be a source of profit and a method of diversification.

Our whole trouble, of course, is in getting quality beef and, in order to do it economically, we must find something that will take the place of the grains that we might have to ship in from the North. There has been considerable experimenting along that line with sorghum, Egyptian wheat, and now comes this experiment with sweetpotatoes—something that the farmer can do himself. He can grow the potatoes and, with a rather inexpensive home-made shredder, he can shred those potatoes and dry them in the sun. They can be used as a concentrate and, with a very small addition of something like cottonseed meal, experiments have shown that we have something that is the equivalent of corn. We are just beginning this cattle fattening but we hope that we are going to be able to do something with it.

Then, of course, our fibrous crops, such as ramie that we mentioned, the development of that has been more or less hastened by the war, as most of it came from China in the form of tung grass, and we understand that most of the big textile companies are using it in most of their fabrics. Recently there has been developed machinery that will harvest it and decorticate it, and we have high hopes that it is going to be quite an industry in this section. On the marginal lands there are possibilities of peanuts, and those people that have been doing the experimenting with materials from which we can create plastics have hopes of developing something in the near future. In fact, to my mind, there is no doubt but what we will get into something of that kind that requires large acreages.

Miss Pascal. Is this cattle-fattening business being developed on new land or land that has already been under cultivation?

Mr. Haney. It lends itself very readily to a rotation program. The grass does better upon land on which you have grown vegetables. Of course, in order to grow grass on the new-sown grassland, to grow it successfully, it is necessary to do a certain amount of fertilizing, especially the application of secondaries. We were successful in developing a small pasture with an application of just copper—which, by the way, we flew on. We got monohydrated copper and flew it on at the rate of 20 pounds per acre, which was a sufficient quantity to develop grass. While it wasn't as satisfactory as the vegetable land for that purpose, it did make quite a creditable pasture. In using a certain piece of land continuously for vegetables you build up a population of insects and also increase the fungus diseases, and a rotation with grass will eliminate both of those.

Mr. Tipton. Is there any tendency in the region for diversification in vegetable crops?

Mr. Haney. It is difficult to get any further diversification in vegetable crops unless someone should invent a new vegetable. We can grow about everything in the catalog that is profitable in our farming season. Of course, the main thing is beans, string beans. Next comes cabbage. Next in line would probably be celery and its relatives, or the other leaf crops such as the escarole and romaine. We also grow eggplant; fall and spring tomatoes. Our potatoes, of course, are a green vegetable. They never mature fully. So we grow most anything that will show a profit.

Mr. Tipton. Has there been any tendency for the percentage of the acreage in the region devoted to beans to decline?

Mr. Haney. Yes; and while the numbers of acres of beans has probably increased, the percentage has decreased.

Mr. Tipton. So, in that sense, the area is becoming more diversified?

Mr. Haney. Oh, yes.

SUGARCANE

Miss Pascal. Do you raise any sugarcane?

Mr. Haney. I have 30 acres of seed cane planted.

Miss Pascal. For the future do you anticipate making any other changes in your planting program, in addition to this cattle-fattening project?

Mr. Haney. Well, I am going to try an experiment with sweetpotatoes on cattle. We formed a cane-growers' cooperative association just recently, and we hope to be able to grow some sugarcane.

We will have sufficient quantity of seed to put out probably 2,000 acres for the 1943–44 harvest, which will supply a small mill, and we have hopes of getting a cane mill in our immediate vicinity here. This seed cane that I speak of will increase at the ratio of about 15 to 1. Out of 1 acre of seed cane we will produce enough seed to plant 15 acres. It would be rather expensive to buy the seed cane, so we are growing it ourselves.

Miss Pascal. Mr. Haney, how many acres of cane would be necessary to plant to provide sufficient cane to support a mill?

Mr. Haney. That, of course, depends entirely upon the size of your mill. You have mills that will grind 500 tons a day, 1,500, all the way up to 7,000 tons a day. The Sugar Corporation, I understand, will grind about 7,000 tons a day. What we have in mind is something of about 1,500 tons a day and that will take about 5,000 acres, because in our locality the harvesting period will be considerably shorter than it will be in some other sections. Due to our lack of water control, which also means frost control, we have to confine our efforts, as far as cane is concerned, to that period of the year when it will be the least apt to get frozen, which only gives us a maximum of about 120 days to harvest.

Mr. Tipton. How low a temperature will sugarcane stand?

Mr. Haney. Well, a slight frost such as 30° or 29° doesn't seem to affect it, provided the temperature isn't that low for any length of time. Now, in most of our frosts it is down to freezing only about 30 minutes. If the temperature drops and holds down for 3 or 4 hours we get considerable damage, but cane can be harvested, after it is frozen, for a period of something like between 20 and 30 days even though it has been severely frozen, so badly frozen that the stalks will eventually die. It kills the buds on it. It can be harvested profitably for a certain number of days after the frost.

Mr. Tipton. How about celery, Mr. Haney? How low a temperature will celery stand?

Mr. Haney. Celery is just as susceptible to frost as anything else, except that the nature of the plant makes it possible to grow it out again after what you have above the surface is frozen. Now, you can go down to 20° above, which freezes the ground quite firmly, especially if it holds that way for 2 or 8 hours, and you can grow your celery out again, the same stalk, because it comes out from the heart, and you can produce a very creditable crop of celery in 3 weeks after a freeze of that kind and grow an entirely new stalk.

Miss Pascal. In going into cane production, do you anticipate curtailing vegetable production?

Mr. Haney. Yes; the cane production and cattle feeding, and any of these things we can do successfully, will decrease the percentage of vegetables, maybe not the tonnage that comes out of the Glades but the percentage.

Miss Pascal. Is that, do you think, generally true of the other growers who are going in for more cane?

Mr. Haney. Yes; that would be true. Most any of the growers are interested in something that appears substantial. Now, this vegetable game of ours down here is a very uncertain, erratic industry. It takes a number of vegetables—each farmer must grow a variety of vegetables—and he must keep continuously at it for about 6 months out of the year. You have got to hit all markets. It gets rather monotonous and most any of the farmers would welcome anything that would lessen some of the strain of the fight.

ADVISABILITY OF DIVERSIFICATION

Miss Pascal. You said that vegetable producers have to grow a number of different vegetables. Do weather conditions make this advisable as well as the variable markets?

Mr. Haney. Yes. The market is one of the prime factors, but the danger of a disaster such as a flood or a frost makes it quite imperative that a person diversify. Now, there are certain of the vegetables that you can only grow seasonally. What I mean by that is, you can grow two crops of beans, you can grow a fall and spring crop of beans. With a vegetable like celery you can have 16 weeks of harvest, beginning January 1. In order to do that you must have 16 weeks of planting, beginning the last week in September. Now, that is quite a continuous operation, in view of the fact that you will start your seedbeds in July, and a program of that kind would carry you up to the first week in May, so that that's something that keeps you occupied from the middle of July until the middle of May the following year. Now, in the meantime, it is necessary to have seasonal vegetables, such as fall potatoes and winter cabbage and spring leaf crops, and then your fall and spring beans, of which we have two or three varieties, in addition to the lima beans.

Mr. Tipton. Do you double-crop celery land at all?

Mr. Haney. We don't make a practice of double-cropping celery.

Mr. Tipton. Can it be done?

Mr. Haney. Yes; quite successfully.

Mr. Tipton. With regard to the future development of the Glades, what part do you think vegetable production will play in the total Everglades production?

Mr. Haney. A very important part, the most important part. It so happens to be a section that can produce green vegetables at a time when competition is at a minimum. In the spring of the year, we have the celery market to ourselves. Florida has the market from about the 1st of March until some time in May, and there are other parts of the season when our only competition is the Rio Grande Valley. Therefore, there is nothing that would take the place of the vegetables but, as these other crops that I am talking about come in, cattle feeding, for instance, you could specialize on that to the elimination of virtually everything else but cattle feeding, and there will undoubtedly be people that will turn to that if it becomes a successful venture and will make a business of grass-fattening cattle. Then, if the fiber crops come in, or any of the crops that can be utilized for plastics, that will probably become a specialty crop to a certain extent. You understand, all of those things will lend themselves to rotation. Agriculturally, we are just beginning to get on a firm foundation—and what we need and need badly is a system of rotation and these crops that I am telling you about will provide that rotation.

Miss Pascal. Do you think that there will be a tendency for certain people to go into these specialty crops as their only enterprise and also for the vegetable farmers, perhaps, to go into these crops on the side to stabilize their operations?

Mr. Haney. Yes; just as it is now. Now we have farmers whose main crop is celery. That's my case. Incidentally, I will grow potatoes and cabbage. I don't grow beans because I haven't the proper type of land for beans. Other farmers specialize in beans. Incidentally, they will grow some celery and some cabbage and some potatoes. We have a few that specialize in eggplant and peppers because they have land in frost-protected areas that lends itself very nicely to the production of those crops. Incidentally, they will branch off in some of these other vegetables.

Mr. Tipton. Do you think that there will be a great increase in vegetable acreage down here or do you think that after a while the market for these winter vegetables will be fully supplied so that the only room for expansion will be in these newer types of crops?

QUICK-FREEZING AND CANNING

Mr. Haney. There is always the possibility of the development of these quick-freeze methods and that would cut into our business directly. Now, whether or not these dehydrated vegetables will ever become popular, or popular enough to be competitive, is problematical. I doubt that they will, although I have had an opportunity just recently of tasting some very fine-tasting material that they told me was dehydrated bananas, and another material that was ground up dehydrated peas. That was up in Washington, by the way. I was up there a few weeks ago. Now, whether those things will become popular or whether they are just a defense measure, I don't know, but as for the consumption of green vegetables as such, it seems to be increasing each year. The land is being developed very rapidly around here—between 25,000 and 30,000 acres has been sold in the last 18 months, not to speculators but to prospective farmers.

Mr. Tipton. You mentioned quick freezing. Do you think that there is any possibility of the development of the quick-freezing industry down here?

Mr. Haney. Yes; I think so. I should think, though, that the other parts of the country where they can grow those vegetables cheaper would be the logical place to do it. Of course, there is always the problem of transportation and we should avail ourselves of any opportunity to take care of any surplus that we might have that could be utilized in that manner, but we like to have and should have some northern vegetables just from a health standpoint.

Mr. Tipton. We understand that a cannery to pack beans has been established here just this year. Would you say that there is any permanent future for a local canning industry?

Mr. Haney. Definitely so. There is. I don't believe that it would be an exaggeration to say that there are very few years that 50 percent of the string beans that are grown are harvested due to the lack of a market. Now, of course, that hasn't been the case this year. Beans at the present time are selling from about $1.50 to $3.50 a 30-pound hamper, which gives a wonderful profit, but the time comes when we won't have such a market—that's the case most every year.

Miss Pascal. I understand that this cannery has not been able to obtain beans this season because the price has been so high?

Mr. Haney. Yes; an unfortunate frost came along and they lost a lot of acres of contract beans, and then unfortunately we had this unseasonal flood of a week or so ago. It is estimated to have ruined about 50 percent of the beans.

Miss Pascal. In your opinion, is it possible that other crops may be used for canning down here in the future?

Mr. Haney. There has been considerable talk about kraut factories. Now, this year on our farm we had at least 80 acres of cabbage that would easily have averaged between 10 and 12 tons per acre. But the Rio Grande Valley put up large quantities of kraut and there is no reason why we couldn't do it here.

Mr. Tipton. How about tomatoes?

Mr. Haney. Our tomatoes are about the most hazardous crop that we grow.

Mr. Tipton. Because of the weather?

Mr. Haney. They are so susceptible to rain, floods, and on this particular type of land we don't get the quality that we should have for canning purposes. We don't get the flavor that we should have. Nevertheless, there would be quantities of them available for that purpose. You see we have very few vine-ripened tomatoes. Our method is to pick them green. Unfortunately, a large percentage of them are picked too green and Everglades tomatoes, as a result, do not enjoy a very good reputation. There are other sections of Florida on the higher land that grow much better quality tomatoes.

Mr. Tipton. Are there any other vegetables that you think of that could be introduced into a canning program?

Mr. Haney. We can grow quantities of creditable carrots. The possibilities of small potatoes for canning have been discussed. Of course, lima beans. And there are possibilities in English peas. The greatest trouble is a constant supply. The market is very erratic on those things. The farmers hestitate to contract at a low price when there are always the possibilities of getting 10 times as much as a canning factory could afford to pay.

Miss Pascal. Then you would say that, while there is a future for canning, it would be largely on a basis of canning the surplus during periods when the market is low?

Mr. Haney. Yes. There are certain things to overcome and, at the present time, that is, the state of mind of the farmer. He would look upon it more or less as a salvage proposition, which I think could be worked out successfully in the case of kraut but possibly not so successfully in the case of other vegetables.

Miss Pascal. Why is that?

Mr. Haney. Because there will be a greater period of time when cabbage will be cheap than there will be that peas and beans will be cheap.

Mr. Tipton. Is that because there are competing areas producing during a greater share of the cabbage season?

Mr. Haney. That's right, the Rio Grande Valley. That was our competition this year. When we both have a good crop of cabbage, it isn't very high.

Miss Pascal. Do you think it is possible, Mr. Haney, if vegetable acreage expands markedly down here, that would have a tendency to keep fresh vegetable prices permanently down to a point where vegetables could profitably be canned?

Mr. Haney. Yes; I think there is a possibility of that occurring some years. Now, it would seem that it is rather silly for a group of farmers down here to grow, year after year, crops of which they can only harvest a certain percentage due to market conditions, but you never know at what time of the season some other section is going to have a disaster and the prices will go sky high and, in a period of 3 weeks, you will not only make up all of your losses for the last 3 months, but make a profit. That's the case in celery. I have experienced that with cabbage and that will also be the case with beans, even locally. When we are competing, the east coast may lose their bean crop and our price will immediately double. California will have difficulty with their celery and our price will immediately go up anywhere from 25 percent to 50 percent. This year the North and South Carolinas, as well as north Florida and the Rio Grande were in direct competition with us in our cabbage.

PACKAGING OF PRODUCT FOR MARKET

Mr. TIPTON. Will you tell us something about the packing and marketing of south Florida produce?

Mr. HANEY. There have been radical changes in the last 6 years in packaging of produce from this section. Along with the diversification of products came the improvement in packaging. There was a time when the beans were all just packed in the field and shipped to market just as they were picked by the field hands. As long as there wasn't a surplus, that method worked all right, because the processing, even of the beans, was done on the other end. That is, sorting, taking out the refuse that the field hands would leave in them, and getting them ready for market—that took place at the terminal markets. Then some local man conceived the idea of working that out in a packing house, putting up grading belts and perfecting the package here. As a matter of fact, that was about the first influx of white migratory labor, because there was a shortage of colored labor anyway. He conceived the idea of utilizing some of the local white folks and that, apparently, was the beginning of the custom of white folks working in the packing houses and processing plants while the colored worked in the field.

Miss PASCAL. When did this change take place?

Mr. HANEY. That was about 8 years ago. It might have been 9 years ago.

Miss PASCAL. About '33?

Mr. HANEY. Yes. Then, as other commodities came on, the same method of perfecting the package was carried out. Of course, another one of the important crops is celery and, while the perfecting of the package took place at a little earlier period than it did in beans, it was just about as radical a change, because celery used to be packed in the field the same way and shipped to the market, at which place it was processed at considerably more expense. There came a time when labor was considerably more plentiful in the Glades than it was there at the terminal markets and you could do the packing a whole lot cheaper here. Packing was done in a sort of assembly-line process, where the stuff would pass over a chain and the various grades would be taken out and be classified as to quality and all of those things. It could be done very cheaply. Then there was further improvements in the type of celery package. Where, in the old package, the tops were left on, which caused deterioration through evaporation of the product, those tops were now cut off in the field immediately after the celery was cut, which saved a lot of shrinkage from the field to the plant. It was packed in a short crate and immediately precooled. This not only improved the quality of the product, but eliminated about 16 or 20 percent of the weight of the crate, where formerly this extra weight was transported to the terminal markets, a distance of anywhere from 500 to 1,500 miles, at which place it had to be disposed of. This reduction in bulk further saved on the cost of transportation. There are still several vegetables being grown here on which the packaging could be considerably improved.

Miss Pascal. What crops are those?

INEFFICIENCY OF BULGE-PACK METHOD

Mr. Haney. Cabbage is one of them. We are using a definitely ridiculous package to ship cabbage in, also green peppers and tomatoes.

Mr. Tipton. How is cabbage packed?

Mr. Haney. It is a hamper with what is termed a "bulge" pack.

Mr. Tipton. That's the round, tall hamper?

Mr. Haney. Yes; and there is probably 10 percent anyway of the so-called contents of it exposed on top of the package and this is ruined before it gets to market. It has just become a custom for the people on the other end to demand it and the tendency of the commission men at the terminal markets is to follow the line of least resistance. Their time for selling an article is very limited and they are not much in favor of spending time on a new package, regardless of how efficient the thing might be, or how economical it might be. Someone has got to take it in hand and prove its value and create a demand for it before they are interested in handling it. It is the same case with peppers. That's a pack. There are probably two layers of peppers extending above the package. The same thing is true of tomato lugs. There are a couple of rows of tomatoes extending above the top of the lug, with pasteboard sides to add to the beauty of the thing, but it isn't much protection to the vegetable. At the time of beginning these new methods of packing, the farmer himself would derive some benefit, but eventually, as it became common practice, competition was keen and the savings, instead of reverting back to the farmer, were picked up by the handlers on the other end. So that it is a steady job for the packer, whether he be a farmer packer or a packer that does nothing but pack, to devise new methods of economy in packing in the hope of getting the bulge on his competitors and, as soon as it becomes common practice, it is the same old story.

Miss Pascal. Are these bad methods of packing particularly noticeable down here or do they use that bulge pack for cabbage all over the country? I mean, could better methods, now used in other parts of the country, be used down here or is it a matter of devising a new package entirely?

Mr. Haney. It is a matter of changing the custom on the receiving end. Green cabbage from Florida just doesn't seem to be green cabbage unless they are in a hamper. They will receive green cabbage from Texas—Texas has discarded the hamper. They will receive them, just the last few years, from the Carolinas in 2- and 3-bushel crates, but Florida cabbage, in order to be recognized as green cabbage, must be shipped in a hamper.

THE HOWARD CELERY CRATE

Mr. Tipton. You had considerable to do with the improvement in the celery package, didn't you, Mr. Haney?

Mr. Haney. Yes; I had devised a method of packaging it but I hadn't perfected a cover for the box until the Rock fastener people of Rockaway, N. J., headed by Colonel Babcock, sent a man into this section with their wire binding and Rock fastener. That fastener and the crate that I devised were a natural combination. So they started manufacturing the celery crate with their Rock fastener on it. The head of their research department and myself traveled through the North—in fact we visited every market east of the Mississippi one summer—and really sold the idea of the package, but it took our firm a year to get it on the market. Of course, we had made contacts where they agreed to handle it the first year—which they did. The next year, another company started shipping with it and now probably 90 percent of all of the celery going out of Florida is in that package.

Mr. Tipton. That is what is called the Howard crate?

Mr. Haney. Yes.

Mr. Tipton. The Howard crate is named after you, we understand?

Mr. Haney. Yes.

Mr. Tipton. Do you have a patent on that crate?

Mr. Haney. No; the benefit that we derive from it was considerable just as an individual shipper, and the benefit that all the farmers derive from it is considerable.

Mr. Tipton. You say about 90 percent of the celery is shipped in that crate?

Mr. Haney. Yes.

Miss Pascal. Is that true in other areas, as well as in Florida?

Mr. Haney. The crate doesn't have the advantages for those celery-growing sections near the market that it does for Florida. The bulk of our stuff goes to the northern market and the main advantage of the crate is that it is a reverse pack, that is, tops put to bottoms and bottoms to tops. You can get the same amount, and more, celery in a crate with less weight and it is more compact and easier handled and lends itself to long-distance shipping. Therefore, it isn't, in general, used in the North where they are close to the markets and carry a great deal of it by truck.

GROWER-PACKERS

Mr. Tipton. You spoke awhile ago about the development of bean packing. We have been told that over in the Pompano area most beans are packed in the field, rather than in packing houses.

Mr. Haney. That's due to the fact that the farms are smaller, therefore, more numerous, and they just haven't the capital, you might say, to put up grading belts. They have a local market and their stuff is auctioned as they bring it in each day, although there are some grading belts there. I understand that a certain percentage of the beans are bought at a discount and the belt operator then proceeds to grade them and sell them at the regular price.

Mr. Tipton. Would the fact that the farms are smaller mean that the farmer could supervise the picking and the packing in the field to a greater extent than would be possible in a larger operation?

Mr. HANEY. Yes; that would be the case to a certain extent but you can't get the perfection with the type of labor that you have to contend with in the field that you can under strict supervision in a packing house.

Mr. TIPTON. Are most of the packing houses organizations which do only packing or are the packing houses operated by farmers?

Mr. HANEY. Well, in my opinion the law of economics more or less eliminates those farmers that do nothing but, you might say, furnish the raw material for the packing house. If he doesn't become large enough to do his own packing and his own shipping and precooling, he doesn't stay in business very long. Therefore, here in Belle Glade there are only two custom packing houses that do a great deal of business and they are doing it on a semicooperative basis. What I mean by that is, they don't have a regularly constituted cooperative, but for the sake of lowering their own overhead by assuring themselves of a large volume, they are willing to eliminate a great percentage of their possible profits and take in other large growers for the purpose of increasing volume.

Mr. TIPTON. You say, then, that these packing houses pack some produce on a custom basis, but are also growers. Do not the large growers in the region operate their own packing houses?

Mr. HANEY. Yes.

Miss PASCAL. Do you think that there are enough small growers in the area to support any number of custom packing houses?

Mr. HANEY. No. I don't think so because a small grower here would be considered a rather large grower in most any other section of the country. When you go down to where you are only operating on 200 or 300 acres, you are a small grower.

Miss PASCAL. The total volume produced by the very small growers is low because they are so few in number?

Mr. HANEY. Yes. Take for instance the Sanford area, where in the past a man could not only make a good living but could save money in growing 10 to 30 acres of celery. You can see that, when in this section they are growing from 100 to 300 acres, their volume would be such that they could make a profit at a price where the 10-acre man couldn't make a living and the low per-crate production cost is probably eventually going to eliminate the small 10- to 20-acre grower.

Miss PASCAL. Were you talking principally of the celery grower?

Mr. HANEY. Yes; I was talking of the celery grower because that was primarily a celery-growing section.

Miss PASCAL. I mean, when you were talking about custom packing houses in this area. Is that situation generally true for growers?

Mr. HANEY. That is generally true for the growers of all crops.

ADVANTAGE OF INTEGRATION

Mr. TIPTON. When the grower is large enough to process his own raw materials, as you said awhile ago, does that have a tendency to protect his investment against fluctuating market conditions, a protection that he wouldn't have if he only grew?

Mr. HANEY. Oh, yes; because he has the additional profit from his selling, from his processing and his precooling. If there are three profits taken out of the farmer who is just simply a grower, it takes away better than 50 percent of his possible profit, and that farmer who is large enough to operate a processing and precooling plant and hire his own salesman could break even or take a small loss on his farming operations year after year and still be in better position than the small farmer that had to hire that part of it done.

Mr. Tipton. In other words, while he might not make any profits, and might even take a little loss on his actual farming operations, he would have these profits on processing, packing, selling, and precooling, which are definite costs that must be taken out first, in the case of the small grower, before the small grower makes anything?

Mr. Haney. It is exactly like the case of the commission man on the other end. He endeavors to get volume. He must have volume because his profit per crate is small, just a few cents, but with sufficient volume he will have quite an income. The same thing is true with the farmer. When he can get up into several hundred thousands of packages, even a profit of 10 or 15 cents a crate shows considerable money.

Mr. Tipton. You mentioned precooling awhile ago, Mr. Haney. What is the process of precooling and for what products is it necessary?

Mr. Haney. All of the leaf crops must be precooled. There are different methods of precooling. Some of them are run through a bath of cold water. Others are top iced. That is, two or three tons of shaved ice is blown onto the top of the vegetable crates after they are loaded in the car. Otherwise, there is what the trade knows as slimy soft rot. That takes place at certain temperatures and will attack the vegetation en route. It would be virtually impossible to ship the distances we have to ship without the precooling. The same day that the vegetables are taken out of the field, they are precooled and put into iced cars.

Miss Pascal. Then those cars are iced from time to time, I suppose, as they go north?

Mr. Haney. Yes; depending on the season. Initial icing will carry them through in the colder part of the season, but, in the early fall and late spring, it is necessary to take standard refrigeration.

MARKETING

Miss Pascal. What are the usual marketing arrangements made by growers in this area?

Mr. Haney. That varies considerably with the different organizations. Now, our organization consigns virtually everything that we grow. We have never maintained a local sales platform and sell a minimum of stuff locally, but we do have contacts in about seven of the northern markets, that we have had for the last 10 or 12 years, with reliable commission men whom we attempt to keep supplied with our commodities, and we usually get the top of the market in that way. Now, as is the case in any other business, there are unscrupulous dealers in the terminal market that won't give an in-and-out shipper much of a break. There have been some rather sad experiences with consignments, so that certain of the growers and packers make a business of selling for cash here. In fact, the bulk of the beans are auctioned right at the packing houses here in Belle Glade. One organization here, in particular, that is one of the largest celery organizations, if not the largest, sells as much as 80 percent of their stuff for cash at their packing house. They have a trade with southern markets on celery, in particular, and sell through brokers in the northern markets, cash on the platform. Then there are variations of those two methods.

Mr. TIPTON. Do any of the large farmers around here maintain a regular sales manager?

Mr. HANEY. Yes.

Mr. TIPTON. Do you?

Mr. HANEY. Yes; we have a sales manager for our own produce. We handle nothing but our own produce.

Mr. TIPTON. And that's quite general among the larger growers?

Mr. HANEY. That's general among the larger growers. Some of the large growers act as their own sales manager and have farm managers. Others manage their farms and have sales managers.

Mr. TIPTON. Can you tell us approximately what are the customary washing and packing costs for celery, and what is the customary charge for precooling a carload of celery?

Mr. HANEY. Customs vary in the different sections. In Belle Glade the practice has been to break down those charges, in view of the fact that none of the processors complete the operation. What I mean by that is, they don't pack, precool, and sell. Now there is a large precooling plant that, if you have sufficient volume, will precool your celery for 8 cents a crate. There are other organizations that do the packing and the selling. The price of selling is from 10 to 15 cents a crate. The price of washing and packing, with the crate furnished, is between 45 and 50 cents. In other sections, Sarasota, for instance, the complete job will be done for from 60 to 75 cents a crate. The same thing is true of the Sanford-Oveido section, where the reason for the variation in the custom is that in the Sarasota, Sanford, and Oveido sections there are a greater number of small farmers who must of necessity have the entire job done for them.

Mr. TIPTON. Isn't it also common practice in the Sanford section for the packing houses to handle harvesting operations?

Mr. HANEY. Yes; it is done on a contract basis. That is, the colored foreman contracts with the processing company to cut their customers celery at so much a crate.

ACREAGE NECESSARY FOR PROFITABLE PROCESSING

Mr. TIPTON. How many acres of celery would you consider necessary for a celery farmer to have before it would be profitable for him to put in his own washing and packing house and his own precooler?

Mr. HANEY. Anywhere from 120 acres up.

Mr. TIPTON. That would be true of both the washing and packing house?

Mr. HANEY. That would be true of the washing and packing house but the smallest kind of a precooler that would be economical would service one or two others of that size.

Mr. TIPTON. That would be around 300 or 400 acres to supply the precooler?

Mr. HANEY. Yes. You see, in my opinion, the economical thing for a farmer to do is to have his washing and packing plant located on the farm at the edge of his field where he doesn't have the problem of disposing of the refuse. You see, this processing of celery is carried to the *n*th degree and everything not edible is taken off and plowed back into the ground. If you have to transport the celery 8 or 10 miles into town and then take back the refuse to the farm, it adds to your overhead. If you can do your processing, with the exception of your precooling, on the farm, then your precooler can be located in town on the railroad track where, immediately after coming out of the precooler, it is put into a car and the car closed to conserve your refrigeration.

Miss PASCAL. On this basis of 120 acres for washing and packing house and 300 to 400 acres for precoolers, can you give us an estimate of the investment necessary to establish those two operations?

Mr. HANEY. The individual farmer can put up his packing house, that is under pre-war conditions, for probably $2,500. With about as small a unit as he could get, and this wouldn't be new equipment, a person who wanted to spend a little time getting used equipment could put up a precooler for from $12,000 to $18,000 that would service at least three such houses. But, you know, the difficulty with the farmers is they haven't reached the point where they are in a cooperative frame of mind. It takes adversity to make the farmer cooperative.

Mr. TIPTON. You say that farmers are not cooperative. I wonder if you would explain a little more of what you mean by that?

Mr. HANEY. Well, it seems to me that is shows up more in this section than any other I was ever in. Each fellow wants to run his own show. He doesn't want to be bothered with synchronizing his efforts with those of one or more others. While we have one semi-cooperative organization here in this section that is working out fairly well, nevertheless there is considerable dissension. There are five of them, and they can't come to an agreement on a general policy. By that I mean that one or two want to sell their own. They don't want to hire a salesman and let him sell their commodities. There are others that use some of the sales agencies. They don't want to conform to any general policy as to whether they shall consign or sell at the platform. Some of them consign and some of them utilize their association's salesmen at the platform. So it isn't a real cooperative. They just haven't the idea of cooperation. As I understand cooperation, any individual in it must submerge some of his own interests for the benefit of the total group, and that's one thing it seems to me that no individual wants to do.

Mr. TIPTON. I understand from what you say that this lack of cooperation in this organization you mention is the failure of large growers to cooperate with each other.

Mr. HANEY. Yes.

Mr. TIPTON. Do you think that there is any future in this country for the cooperation of small growers who haven't the alternatives that the large grower has?

Mr. HANEY. Decidedly so. There is also a future for cooperation of the large grower, or a combination of large and small growers, because economic necessity is going to make it necessary and, when it does, we will have 100 percent cooperation.

COOPERATIVE FARMING

Mr. TIPTON. In that connection, I wonder if you are familiar with the project that the Farm Security Administration is establishing over near Port Mayaca?

Mr. HANEY. Yes.

Mr. TIPTON. Do you think there is a future for that sort of thing, from the standpoint both of drainage problems down here and also from the standpoint of these marketing conditions of which you have been speaking?

Mr. HANEY. Well, I have thought quite a bit about that project. If it is possible to get 150 unsuccessful farmers to take orders from a farm manager that knows his business and if it is possible to make that same 150 unsuccessful farmers work, there is no reason why it won't be a great success.

Mr. TIPTON. Then, you would say that theoretically that sort of a project is well adapted to this region and that the limitations would be on the personal level rather than on the business or technical level?

Mr. HANEY. Yes. The problem is going to be the various personal ideas in the organization. Now, these people that this manager is going to have to depend upon, to say the least, are not the most efficient people in the world or they wouldn't be there. I know from experience with migratory people that it isn't because they haven't the will to do. They just haven't the capacity. I have had several working for me that had the will, they were anxious and willing to make good, but just to put it plainly, they didn't have sense enough to do anything for themselves. So they have got to be trained to take orders. They have got to be trained to do the things that they are asked to do and learn to do them well. It is just the same as with the people in the Ford factory. They can earn a profit for Ford, and a very good living for themselves, simply by learning to do just one simple thing and do it well. Now, if this man has the ability to organize them along that line, and pick out those few who have some ability, to make them subforemen and more or less regiment the others to where he can perfect a sort of a machine, it is going to jell. Otherwise, I don't know.

SHORT-TERM FARMING

Miss PASCAL. Has the number of permanent farmers, that is, year round resident farmers in the lake region, increased lately as opposed to those farmers who come down here in the winter season just to grow a crop?

Mr. HANEY. Oh, yes; in the last 5 or 6 years the bulk of the permanent farms have been established. It is still a pioneer section. We are still just beginning to develop the Everglades and with the exception, I will say, of a half dozen old pioneers that really developed the first farms, everything that you see here today has been accomplished in the last 6 years. The wildcat operators are rapidly going out of existence. What I mean by that, the men that jump from rented farm to rented farm, without regard for the soil itself, with no thought of the future, concentrating on what they can get out of that piece of land that year, knowing that the following year they jump to some other piece of land and abuse it. Those people are rapidly disappearing. One reason is that the land that they could rent in previous years is now being taken up by permanent farming operations. They haven't the ability nor the inclination to go out and develop raw land, so, in the most part, they are working for someone else now or else they are not coming down to this section of the country.

Miss PASCAL. You mean that they used to come down for the season but didn't live here regularly?

Mr. HANEY. Yes; there were a great many such farmers. There is another group here now who are established specialty farmers in the North. What I mean by that, they specialize in one or more rapidly growing vegetables, Chinese cabbage and radishes and things of that kind, and they have established a trade for those articles in the northern markets. By coming to the Everglades, they can make it almost a 12-month operation and don't have to break in with their customers each spring. They can supply the needs of that man through the season by growing part of the time in the Everglades.

Mr. TIPTON. And there is an additional advantage to them in the fact that their overhead costs for machinery——

Mr. HANEY. Yes; they do transfer the machinery from one place to another and so, not only keep their customers supplied, but their machinery in operation virtually 12 months out of the year.

Miss PASCAL. You told us something about this cooperative cane growers' enterprise that has just been started. I suppose you would say that it is another example of the grower going into at least a part of the processing operations in order to increase his benefits?

Mr. HANEY. Yes. We have made some progress with the cane cooperative. Of course, the limiting factor is, what we people of Florida think, the unjust Sugar Act of 1937 that prevents us from obtaining private capital. At this time our Senators are busy in an attempt to obtain financing through the regularly constituted agencies and we hope that in the near future we will be able to go ahead with it. Senator Pepper is particularly interested. As a matter of fact, he has been a leader in the movement all the way through and, as things look right now, he is going to be successful in raising the finances.

Miss PASCAL. Mr. Haney, will you describe for us the problems of labor, both from the standpoint of the workers themselves and from the standpoint of the employers in this region?

LABOR SUPPLY, 1941–42

Mr. HANEY. Now, the demand for labor, of course, depends entirely upon the crop situation. A large percentage of the hand labor in the field is bean picking. Now, fortunately, the fall bean picking is over before we start harvesting potatoes, cabbage, and celery. The commodities that we grow lend themselves very nicely to a continuous employment. As a usual thing, the fall bean picking is over before the fall potatoes are ready to harvest and beans don't begin again until the winter celery is pretty well harvested. Now, there are at least two definite bean growing sections, that of the east coast and that of the Glades, and when they both have a good growing season and come in competition with each other for labor is the time that we usually have a shortage. We had such a shortage for a week or two or three last fall, due in part to the fact that we didn't have as many migratory field laborers here as usual. So far this spring there has been no shortage and that was due to the fact that the Pompano section or the east coast, that should be using large numbers of field hands, was damaged by rainfall to such an extent that most of those people could be utilized in the Glades. Another factor this year was a rather late frost and more recently, a week or 10 days ago, an unseasonable rain that damaged the beans to an estimated extent of about 50 percent.

Mr. TIPTON. That happened here in Belle Glade?

FARM SECURITY ADMINISTRATION CAMP PROGRAM

Mr. HANEY. Yes. Therefore, the most pessimistic are not anticipating a shortage for the remainder of the season. Since the Farm Security Administration housing projects were put in, it seems to me that they have made it necessary for those with their own quarters to make definite improvements in their housing facilities in order to keep their laborers satisfied. There have also been definite improvements in the colored section of Belle Glade, due partly, in my opinion, to the superior housing afforded by the Farm Security Administration. In the last 4 or 5 years there have been improvements in the colored section, such as the installation of pipe lines, supplying them with water and an improvement in sanitation. Nevertheless, there is much to be desired in sanitation and general living conditions in the colored section and yet, for some reason, in fact for many reasons, the colored camp of the Farm Security hasn't been filled to capacity, as yet. Certain unscrupulous white property owners in the colored section of Belle Glade have circulated stories, working on the ignorance of the colored laborers, pointing out the restrictions that they would be subjected to in the camp. even going so far as to sell them on the idea that, upon entering the camp, they would undoubtedly immediately be transferred to the Army. That's just a sample of the stories that circulate but, as far as my personal experience is concerned, I have had considerable better luck with the employees located in the camp than I have with those in the quarters, due to the restrictions as to conduct in the camps. You will get a much more reliable type of laborer out of the camps than you can possibly get out of the quarters. Another important thing, a vitally important thing, is the campaign that the Farm Security Administration is putting on against venereal diseases in the camps. Any farm hands that you get out of the camps you know have been given a physical examination and that they are under treatment, regardless of what their trouble might be, and, on account of the high rate of syphilis, at least to me that is more or less of a consolation. The Farm Security Administration, and I believe that most any farmer in the section would substantiate this, is doing wonderful work in improving the health of both white and colored laborers, particularly that of the children, as each camp has a clinic, a school, and nursery operating 24 hours a day. The nursery makes it possible for the parents to work in the fields during the day while their children are being cared for in the nursery at a minimum charge of 25 cents for 24 hours in the white camp and 10 cents in the colored camp, under the supervision of trained nurses, with a physician on call at all times.

Mr. TIPTON. In testimony before the committee about a year ago, Mrs. Roosevelt told of a trip which she took through this area, describing extremely bad living conditions in the Negro quarters. Would you say that there has been substantial improvement since then?

BAD HOUSING

Mr. Haney. At the time that Mrs. Roosevelt was here conditions were terrible in the quarters. There is no doubt about that, but not so bad as they were 3 or 4 years before that. When I first came down here 6 years ago colored people were paying 25 cents a night to sleep on a truck body, just an ordinary stake truck with bean bags on the platform and a tarpaulin over it, simply because there was no place for them to live. There is reason for that. The development here was rapid and the demand for housing was considerably greater than the building. There is no particular profit in maintaining quarters, unless you do charge more than seems reasonable, because this type of colored help have no respect for property and those quarters, as poor as they were, virtually need rebuilding each year. They will burn up the doorsteps and if there is any woodwork they will burn that for fuel—everything that is movable. If there is sheeting on the inside of the house they will tear it off and use it for fuel. It was a real problem to maintain sufficient quarters, and these migratory workers are here for a much shorter time than our regularly employed hands. There are really two seasons in the Belle Glade section, a fall season of about 2 months, then there is the migration to the east coast for 3 months or so, then there is the migration back and another spring season of approximately 2 months. So that we needed this excess housing only about 4 months in the whole year, and that's another reason why the Farm Security Administration's project was so necessary for the section.

While we have been very fortunate with our labor problems this year, there is no doubt that, as more men are called into the service, both in the fighting forces and in the defense projects, we are going to have to reconstruct our ideas of what it takes in the way of labor to carry on our farming operations. As the majority of the farmers don't feel like asking deferments for able-bodied farm employees, it does work a definite hardship on the farmer because you do have to have a certain number of maybe not skilled employees, but at least those who have some training.

Mr. Tipton. How about next year?

Mr. Haney. It seems to me that as far as another season is concerned, we should make some effort through the slack season of the summer months to perfect a system, in conjunction with the regularly constituted organizations sponsored by the Federal Government, and in operation in every county in the State, whereby all available man-hours could be utilized to the fullest extent. That, of course, is nothing impossible but implies calling for some study and thought, as well as cooperation, on the part of the farmers.

FARM PLACEMENT SERVICE

Mr. Tipton. Have you had occasion to use the services of the Farm Placement men of the United States Employment Service this year?

Mr. Haney. To some extent we have, yes. They were set up to make transfers from the various south Florida sections as the labor was needed and actually had started that service when the recent floods made it unnecessary.

Mr. TIPTON. Do you think they will be of assistance to you in helping solve labor problems for next year?

Mr. HANEY. I don't think there is any doubt about that. I think they will be of great assistance, chiefly in making available the information as to what sections of the State have a surplus of labor and arranging for transfer to the sections where there is a shortage.

Mr. TIPTON. Do you think they will be able to do anything along the lines of more fully utilizing man-hours within the given section?

Mr. HANEY. Yes; although that is going to be a difficult problem. To go into detail on that, in the last few years there has been developed a rather large group, particularly of colored labor, who consider themselves specialists, so far as picking beans is concerned, and unless it is absolutely necessary they will do nothing but pick beans. So we may find that in order to overcome that tendency, we might have to have some authority other than what we have now—because if a man doesn't want to work at anything but bean picking, there is no way we can make him do it.

WAGE RATES FOR FIELD LABOR

Miss PASCAL. We have heard that the field hands prefer to pick beans because they can earn more money in a shorter time by working that crop. Do you suppose that is the reason for this desire to specialize?

Mr. HANEY. Yes; they can earn more money picking than they do by working by the day, but the reason that they earn more money is because they work; while, when they are working by the day, their main object is to put in the day, not to turn out any given amount of work. That's why it is necessary to have so many foremen, and that's one of the things that work a hardship on farmers of this section. When you get a foreman trained in the supervision of a group of colored laborers and he is taken away, you have difficulty in obtaining another one, but for each group of any size you have to have a white foreman if you expect to get anything like value received. Now, we had a profitable experience this winter in our celery cutting, whereby we let them cut celery for so much a crate. Now, working by the day, that group of workmen were costing us 11½ cents a crate. Realizing that they were only working about half time, I put the piecework price at 6 cents. Whereas, when they were working by the day, the women got $1.75 a day and men got $2, in order to put them on a piece basis I had to give them the same rate so they all participated equally in the piece work and within a week they were making $3 a day apiece. Instead of costing me 11½ cents, it was costing me 6 cents and, later on, they developed their technique to such an extent that they were making as high as $3.75 a day, both men and women.

Mr. TIPTON. How did you organize this crew?

Mr. HANEY. It was the same crew and we cut the celery in the same manner, except that we paid them by the crate instead of by the day and had to keep closer supervision in order to get a quality job on the cutting.

Mr. TIPTON. What constitutes a celery crew?

Mr. HANEY. In this particular crew there were about 28.

Mr. Tipton. How was the work divided?

Mr. Haney. Twenty-eight working as a group. There were 6 cutters, 12 strippers, 6 packers, 1 man to cut tops, 1 man to carry boxes, and 2 loaders.

Mr. Tipton. Then this crew, as a crew, got 6 cents per crate for harvesting celery?

Mr. Haney. That's field crates, in the field. The one stipulation was that when those were taken into the packing house that they must pack out 80 percent, indicating that they were stripped properly and properly packed.

Mr. Tipton. What was your success under this latter stipulation and with the new plan as a whole?

Mr. Haney. It worked out very nicely. Another season I will have further supervision of work in the field. There were times when the quality of our work was at a rather low ebb, but it was satisfactory generally and, with perfecting a few things, I think it will work all right. You see my object in doing that was to overcome the temptation to quit the job with me and go to picking beans when the time came that they could make $5 and $6 a day, regardless of the fact that they work only 3 or 4 days. That's what I mean by utilizing the man-hours. The nature of this bean picking is a rank waste of man-hours. For instance, beans are something that must be picked right on the dot. If they are ready to pick today, they must be picked today or they won't be first-class beans tomorrow. Therefore, you will see as high as from 500 to 800 men in one man's field in the morning, a row to each person, and it is his duty for the day to pick that row. He will come out in the morning at 7 o'clock. That has developed into a custom because, if you go to the quarters in the middle of the forenoon, there won't be anyone available. So you have to pick them up at daybreak and carry them to the field, regardless of the fact that a great many mornings they won't be able to work until 11 o'clock, and very seldom will they be able to work before 9:30. They can earn as much money as they want to earn that day by 4:30 or 5 in the afternoon so that virtually half of the man-hours of that entire crew are wasted that day.

SCHEDULED PLANTINGS SUGGESTED

Now, the practice has been, in the past, for the bean farmers to plant rather large daily plantings. In fact, they won't plant daily plantings, they will plant two or three times a week, so that it becomes necessary for them to have this huge group of people come into their field only two or three times a week. Now there have always been sufficient numbers of workers so that they could get all they wanted into the field each morning. Now it just occurs to me that it may be necessary, referring again to that summer planning, for the farmers to plan their plantings to where they can take a certain group of farm laborers and work them every day on their own farm. When they do that and establish the fact that they are the "boss-man" and that that group is working for them, then they can get them to do other things besides pick beans. For instance, I am not a bean grower but, if I were a bean grower, I could cut celery in the forenoon and pick beans in the afternoon and get just as many hours per day out of that particular group picking beans as I would if I didn't have any celery.

Miss PASCAL. We understand that growers usually have a group of field hands living in their own quarters, considered as more or less permanent employes. Does that solve the problem to any great extent?

Mr. HANEY. It does to a certain extent, but in the past the farmers haven't considered it profitable to keep through the summer more than a small percentage of the hands necessary in the winter. When you are growing beans you can't hope to maintain sufficient quarters to house the people necessary for picking. That's where the housing project of the Farm Security Administration came in so well, it being more or less surplus labor that took advantage of this housing project. They were mostly bean pickers and, unless you made special arrangements to house certain of your crew in a group of Farm Security buildings, you couldn't get any farm hands outside of bean pickers from the project.

CELERY HARVESTING

Miss PASCAL. Do you cut your celery regularly, about every day?

Mr. HANEY. Yes. You see the way the celery develops, you start planting the last week in September and you plant for 16 weeks, daily plantings, or at least 4 or 5 days a week. It takes about 90 days for the celery to grow, so you will start cutting the 1st of January and you will cut for 16 weeks. You will have a crew of sufficient size to keep them employed about 5 days a week in both your setting and cutting.

Miss PASCAL. How many crews did you have?

Mr. HANEY. Just one crew.

Miss PASCAL. Did you find that members of the crew would work regularly every day?

Mr. HANEY. You see, with the system we had, it was necessary for the crew to work regularly every day but, in order to keep 50 farm hands working, you probably would run from 70 to 80 names through your pay roll each week.

Miss PASCAL. You said that in order to have 50 people working during the week, you would run about 70 names through your pay roll——

Mr. HANEY. That isn't nearly as bad as it used to be. The fact that they can get steady employment and that each member of the crew, after he becomes accustomed to the work, is responsible more or less for the efforts of the total crew tends toward making them more reliable and steady in their work.

METHODS OF WAGE PAYMENT

Miss PASCAL. Do any of the growers around here pay semiweekly or weekly, instead of daily, in an effort to keep their laborers working through the week?

Mr. HANEY. Yes, certain types of labor such as tractor drivers are paid by the week. They are steadier. But the majority of the farm workers are paid once a week but not by the week. For instance, I pay so much a day, $2 a day now, presumably this is 20 cents an hour but they only work 9 hours, but I pay off once a week.

Miss PASCAL. How about the workers that are more irregular about working, such as pickers. Are they always paid off every day?

Mr. Haney. Yes, any piece work. Now, the one exception is this plan of mine. I pay them once a week and yet they are working by the piece, but in the cabbage operation I carried on this year, when I had the cabbage boys working on the hamper—this is something new working in piece work in celery so they haven't conceived the idea of getting paid each night yet—but when I have them working on the piece on cabbage, it has been the custom in the past that all cabbage cutters got paid every night, so we had to pay every night for the cabbage.

Mr. Tipton. But they never suggested you pay off every night on celery?

Mr. Haney. No, because it has been customary to get paid once a week, they didn't think far enough to think they were working by the piece and possibly could have demanded their pay every night. They were perfectly willing to let it run until Saturday.

Mr. Tipton. Did this system of celery cutting involve much extra bookkeeping on your part?

Mr. Haney. Not at all. It was a matter of keeping account of the number of field crates that were cut each day and, in cases where a person didn't work the full week, figure out their pro rata share of what was cut the days that they were there.

Miss Pascal. Have you any way of estimating the production under the old system and comparing it with the production under the new system?

Mr. Haney. As I say, this celery piece cutting—to the best of my knowledge, I am the only one that did it this winter—is much better for me and much better for the workers because the extra exertion of earning the $3 to $3.75 doesn't seem to be a bit harder on them than the mental unrest of putting in the day, keeping out of the foreman's way, you know.

Miss Pascal. Under the old system, the women were earning less than the men and, under this system, they all earn the same amount?

Mr. Haney. Yes.

Miss Pascal. Do they think that is fair?

Mr. Haney. There wasn't a word said about that. The women doubled their pay and the men didn't do quite as well but, as long as the men were getting more than any other of the Negroes working in celery, they didn't seem to worry about how much the women were making.

DIVISION OF WORK

Miss Pascal. Are the women doing somewhat lighter work, such as stripping, or is it about the same?

Mr. Haney. It is about the same. They are doing considerably more work than the men. That's usually the case with the colored people unless it is heavy work, but in the minds of the colored people they have drawn a definite line as to what's the man's work and what's the women's work. It doesn't take them long. It doesn't take a colored person long to become a specialist at any particular thing. You start a boy cutting tops and he soon becomes quite an expert at that and he is a top cutter and he is going to put up a big argument before he will change.

Mr. Tipton. Thank you very much indeed, Mr. Haney. We greatly appreciate your kind cooperation in giving us this very comprehensive statement.

TESTIMONY OF WILLIAM BRYANT (NEGRO), CAMP OKEECHOBEE, FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP, BELLE GLADE, FLA., APRIL 26, 1942

Mr. TIPTON. Will you please give your name and address?

Mr. BRYANT. William Bryant, Belle Glade, Fla.

Mr. TIPTON. How long have you been living here in the camp?

Mr. BRYANT. This is the second season.

Mr. TIPTON. How many are there in your family?

Mr. BRYANT. Seven; wife and five children.

Mr. TIPTON. Are any of the children old enough to help you work?

Mr. BRYANT. Yes.

Mr. TIPTON. How many?

Mr. BRYANT. All of them, every one of them able, all of them able to work.

Mr. TIPTON. How many years have you been coming down to south Florida?

Mr. BRYANT. This is the second season.

Mr. TIPTON. And you have lived here in the camp both seasons?

Mr. BRYANT. Yes.

Mr. TIPTON. Where is your home?

Mr. BRYANT. South Carolina.

Mr. TIPTON. You were born and raised in South Carolina?

Mr. BRYANT. Yes.

Miss PASCAL. When did you leave South Carolina?

Mr. BRYANT. 1940.

Miss PASCAL. Were you settled there until 1940 when you came down here?

Mr. BRYANT. Yes, ma'am.

Miss PASCAL. Have you been going back up north in the summer?

Mr. BRYANT. Yes; going back up-State. I haven't been back to South Carolina. Since I left there I go on up to North Carolina, Virginia, and work in Virginia, Maryland, and Long Island, N. Y.

Mr. TIPTON. When you were living up in South Carolina, did you farm there?

Mr. BRYANT. Yes; I had a farm.

Mr. TIPTON. What crops were you growing?

Mr. BRYANT. Corn and cotton, peas and potatoes.

Miss PASCAL. How large was the farm?

Mr. BRYANT. Two-horse farm.

Miss PASCAL. What is that in acres?

Mr. BRYANT. Sixteen acres of cotton, and beans and corn and potatoes that you want.

Miss PASCAL. Why did you leave your place up there and come down here to work?

Mr. BRYANT. I got to the place where I couldn't hardly make a living so I had a chance to try to do better.

Mr. TIPTON. Do you find you are doing better by following crops?

Mr. BRYANT. I am working for Mr. Haney.

Mr. TIPTON. You find that you are doing better?

Mr. BRYANT. Yes; I am doing a little better than I did at home.

Miss PASCAL. When did you leave south Florida last summer and start up north?

Mr. Bryant. I left last May, on the 20th.

Miss Pascal. Where did you go from here?

Mr. Bryant. North Carolina.

Miss Pascal. What part?

Mr. Bryant. Elizabeth City.

Miss Pascal. What kind of crops do they have there?

Mr. Bryant. Potatoes.

Miss Pascal. You were picking up potatoes?

Mr. Bryant. Yes, ma'am.

Miss Pascal. How long did that last?

Mr. Bryant. About 3 or 4 weeks.

Miss Pascal. Where did you move from there?

Mr. Bryant. To Virginia.

Miss Pascal. What did you do in Virginia?

Mr. Bryant. Picked strawberries and picked up potatoes.

Miss Pascal. And from Virginia?

Mr. Bryant. To Maryland.

Miss Pascal. What part?

Mr. Bryant. Pocomoke, Md.

Miss Pascal. What crops do they have there?

Mr. Bryant. Potatoes and tomatoes.

Miss Pascal. How long were you there?

Mr. Bryant. Lasts about 3 or 4 weeks.

Miss Pascal. What time of the year was that?

Mr. Bryant. That was in the summer months, along in July, August.

Miss Pascal. Where did you go from Maryland?

Mr. Bryant. Long Island, N. Y.

Miss Pascal. Was that for potatoes?

Mr. Bryant. Nothing but potatoes up there.

Miss Pascal. How long did that season last?

Mr. Bryant. I got there the first of September, and it lasted September and October and I left there November.

Mr. Tipton. And came back down here?

Mr. Bryant. Yes.

Mr. Tipton. Did you go up with a group of other people?

Mr. Bryant. I went in my own conveyance, an automobile of my own, just me and my family.

Mr. Tipton. How did you know where the crops were ready?

Mr. Bryant. Just by talking to people. I just followed another truck that had been up there. He had a crew with him and I followed behind him because he had been before and I never had, just went along behind him.

Mr. Tipton. You are planning to go back up north again?

Mr. Bryant. That's what I am planning.

Mr. Tipton. And you still have your car? How are your tires?

Mr. Bryant. They ain't so hot.

Mr. Tipton. Do you think you will be able to make it on those tires?

Mr. Bryant. I don't think so but I am figuring on trying. They are mighty weak.

Mr. Tipton. I guess you have to go over some bad roads, back and forth to the fields?

Mr. BRYANT. Yes. It is rough. I use my car lots of times going back and forth home from work, carrying folks every day going to my work and back to my home.

Miss PASCAL. How do your earnings compare up there and down here?

Mr. BRYANT. They pay better wages up there than down here. They furnish a lot of work. They work every day up there.

Miss PASCAL. How is the celery work down here?

Mr. BRYANT. Celery work is pretty good but it gives out.

Miss PASCAL. Are there any crops down here that give you more regular work than celery?

Mr. BRYANT. No, ma'am; no more crops no more regular. Celery is about the most regular. All of it gives out about the same time, cabbage, celery, and beans, then there won't be anything much to do but day work and not much to that. Of course, men can probably get that work but family would set down with nothing to do but all can work.

Miss PASCAL. What sort of work do you do in celery?

Mr. BRYANT. Pack celery.

Mr. TIPTON. What work does your family do?

Mr. BRYANT. Strip celery. They have strippers, you know—cutters, strippers, and then packers. They use the lady folks for the stripping, stripping the dead leaves off, and use the men folks for cutting down and the men for packing it in boxes.

Mr. TIPTON. How do the crews work?

Mr. BRYANT. Some work by day and some by piece work. Working in celery is piece work. Cabbage is piece work, and then extra men to do day work.

Mr. TIPTON. How many people are there in one of those celery harvesting crews?

Mr. BRYANT. Eight packers, twelve strippers, six cutters. Now this is out in the field harvesting. But they have a crew in the wash house.

Mr. TIPTON. How is the cutting done?

Mr. BRYANT. With a knife.

Miss PASCAL. Do they use any machinery in harvesting celery?

Mr. BRYANT. No, ma'am, Mr. Haney don't. The men folks, he started with 6 but he has increased 2 more so now he has 8 cutters, but he used to use 6 and used 12 strippers. The cutters bend over, leans the celery to one side and cuts it off just above the ground, even with the ground. Then the strippers come along, pull the dead leaves and pile it in piles, and the packers come around and pack it in boxes, the men, 8 packers, and from there they take it over to the wash house and they pack it over there, wash it.

Mr. TIPTON. How are these harvesting crews paid?

Mr. BRYANT. They pay 6 cents a box. That is, the entire crew, men, ladies, and all, get the same thing. It pays 6 cents a box.

Mr. TIPTON. The crew is paid 6 cents for each box that is harvested?

Mr. BRYANT. Yes; that's right.

Mr. TIPTON. Did you work for Mr. Haney last year, too? Did they use this system of harvesting last year?

Mr. BRYANT. No; they paid by day last year.

EARNINGS IN CELERY WORK

Mr. Tipton. How do you find your earnings compare with last year?

Mr. Bryant. A little bit better.

Mr. Tipton. Why?

Mr. Bryant. It makes a little more money by paying by the box. You start off with $1.75, raised it to $2 last season. This year he started new all the way. Six cents a box to start with. We didn't work in the celery at all by the day, just started at 6 cents a box.

Mr. Tipton. How much have you been able to make?

Mr. Bryant. Anywhere from $12 to $14 a week, 5 and 6 days.

Mr. Tipton. So that you have made 25 or 50 cents a day more this year than last year?

Mr. Bryant. That's right.

Mr. Tipton. How many boxes of celery can this crew harvest on a good day?

Mr. Bryant. They should harvest a couple of thousand, a good day's run.

Mr. Tipton. Do you like this method of payment better than the day method?

Mr. Bryant. It makes more by the piece work.

Miss Pascal. Is there any advantage to Mr. Haney paying you this way rather than by the day?

Mr. Bryant. Yes, ma'am. He gets more work done. A person working piece work, he is going to move faster, for the more you work the more you get.

Miss Pascal. I suppose that if there happens to be someone in the gang who doesn't keep up, the rest of the crew will push him a little bit?

Mr. Bryant. Yes; that's true. Working right together and pulling together.

Mr. Tipton. And if everybody doesn't pull together that lowers the earnings of the whole crew?

Mr. Bryant. That's right. Absolutely right.

Mr. Tipton. Thank you for this information.

TESTIMONY OF C. A. SANDERS, CAMP OSCEOLA, FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP, BELLE GLADE, FLA., APRIL 25, 1942

Mr. Tipton. Will you give your name and address for the record?

Mr. Sanders. C. A. Sanders, Belle Glade, Fla., Box 702.

Mr. Tipton. Where is your permanent home?

Mr. Sanders. Michigan. Baroda, Mich.

Mr. Tipton. Where is that?

Mr. Sanders. In Berrien County.

Mr. Tipton. How long have you been down here?

Mr. Sanders. We come down here every season. We got here this year on the 12th of October.

Mr. Tipton. How many seasons have you been coming down here?

Mr. Sanders. Five.

Mr. Tipton. Those were five straight seasons beginning in 1937?

Mr. Sanders. Yes.

Mr. TIPTON. What do you do in Michigan?

Mr. SANDERS. We pack fruit.

Mr. TIPTON. Do you harvest and pack?

Mr. SANDERS. We just pack.

Mr. TIPTON. Peaches?

Mr. SANDERS. Peaches, all kinds of tree fruit and berries.

Mr. TIPTON. During what months are you busy up there?

Mr. SANDERS. In June, July, August, and September.

Mr. TIPTON. And down here?

Mr. SANDERS. From October until May. We leave now about the 15th of this coming May.

Mr. TIPTON. And will you go directly to Berrien County?

Mr. SANDERS. Yes, sir.

Mr. TIPTON. For whom do you work in Berrien County The same person every year?

Mr. SANDERS. Yes, sir. We never go anywhere except the same place. Frank Rick.

Mr. TIPTON. Do you work for the same people down here every year?

Mr. SANDERS. The same place all of the time.

Mr. TIPTON. You don't stop to work any place either going up or coming down?

Mr. SANDERS. No.

Mr. TIPTON. Then it is approximately half the year in Berrien County and half here?

Mr. SANDERS. We have 4 months in Berrien County and the balance of the time here.

Mr. TIPTON. But you consider Berrien County your permanent home?

Mr. SANDERS. Yes.

Mr. TIPTON. Do you have any property or home up there?

Mr. SANDERS. No.

Mr. TIPTON. Where do you stay when you are up there?

Mr. SANDERS. This man that we work for. We have our own house. It is his house but it is furnished and when we get ready to leave we lock the house and come down here.

Miss PASCAL. How many are in your family?

Mr. SANDERS. Two. Just my wife and myself.

VEGETABLE WORK IN FLORIDA

Miss PASCAL. She works in the packing house both here and there?

Mr. SANDERS. Yes.

Miss PASCAL. How have you found the work down here in Florida this season?

Mr. SANDERS. It has been a better season than we have ever had down here.

Mr. TIPTON. Better because it is steadier this year or better pay?

Mr. SANDERS. The pay is the same as last year but there has been more work.

Mr. TIPTON. Is that because of better crops or fewer people?

Mr. SANDERS. I don't know if the crops are any better or not but it seems like we have just had better times. We have put in more hours.

Mr. TIPTON. How was the season last year in Berrien County?

Mr. SANDERS. Fine.

Miss PASCAL. Are you originally from Michigan?

Mr. SANDERS. No; originally from Texas.

Miss PASCAL. How long have you lived in Michigan?

Mr. SANDERS. We have been there 7 years.

Miss PASCAL. And you went up there and went to work immediately for Mr. Rick, and you worked for him up there for seven seasons?

Mr. SANDERS. Yes.

Miss PASCAL. Do you have your own car?

Mr. SANDERS. We don't drive a car.

Miss PASCAL. How do you get back and forth?

Mr. SANDERS. Train or bus. We find it just about as cheap as to operate our own car. How come me following the season, I used to work inside all the time, but I got down in health and everybody said if I could get out awhile and I found I feel much better since I have been working out on the outside.

Mr. TIPTON. What did you do in Texas—before you went to Michigan?

Mr. SANDERS. We moved from Texas up into Arkansas and I went to work for the railroad company and then after I quit the railroad company I went to work in a grocery store so I have been working inside all of the time except the last 7 years.

Mr. TIPTON. Have you done any farming?

Mr. SANDERS. No farming.

Miss PASCAL. Are there many people whom you know down here in south Florida who go up to Michigan? Do many make the same round trip?

Mr. SANDERS. There are not so many that go to Michigan or the Middle West. They usually follow the east coast. So many people follow the east coast, but to go west or the Middle West there are not so many people that go.

Miss PASCAL. Do you know any others who go back and forth between Berrien County and Florida?

Mr. SANDERS. Well, no; I don't know that I do right now.

Miss PASCAL. How about to Ohio?

Mr. SANDERS. Yes, there are people here that go to Ohio. There is one family that goes to Hartford, Mich.

Miss PASCAL. But as a general thing most of the people following crops around here go up the east coast?

Mr. SANDERS. Yes. The first thing is strawberries, then raspberries, and then the tree fruit, apples and peaches and cherries and such as that.

Miss PASCAL. You are speaking now of the east coast?

Mr. SANDERS. Yes; of the east coast, and now in Michigan about the same thing will apply up there.

Mr. TIPTON. Do you get work in cherries in Michigan or are you too late?

Mr. SANDERS. I tell you, we work for this man Rick and he owns a cold storage in Chicago and he doesn't have many cherries, but he has strawberries and he has raspberries and all kinds of tree fruit. He is the largest all-round grower in Berrien County and the second largest tree fruit grower but he is the largest berry grower. He grows berries, peppers, eggplant. We pack everything.

Mr. TIPTON. Thank you, Mr. Sanders.

TESTIMONY OF MRS. RUTH S. WEDGWORTH, BELLE GLADE, FLA., APRIL 27, 1942

Mr. Tipton. Will you please give us your name and address?

Mrs. Wedgworth. Ruth S. Wedgworth, Belle Glade.

Miss Pascal. Would you tell us something about your business?

Mrs. Wedgworth. Starting with the farms, we have 1,870 acres, of which we farm the largest share, and rent some. We have a packing house from which we ship more than 400,000 packages a year. We pack our own produce and for a number of other growers. Then, we have the fertilizer plant in which we mix some 2,000 tons of mixed fertilizer a year.

Mr. Tipton. I think it might be well for the record to ask you just what your position is with regard to your whole operation here.

Mrs. Wedgworth. I operate the farms personally. The packing plant and fertilizer plant are in the H. H. Wedgworth estate, of which I am coadministrator and manager.

Miss Pascal. What crops do you grow principally?

Mrs. Wedgworth. We grow principally celery and potatoes, and, of course, there is cabbage and escarole and lettuce. There are others, but those are the principal ones.

Mr. Tipton. Do you grow any beans?

Mrs. Wedgworth. No, I don't.

Miss Pascal. Do you have all the facilities here for washing and precooling your celery?

Mrs. Wedgworth. Yes; we make our own electricity and ice, as well as the refrigeration.

Mr. Tipton. I suppose you process celery for other people?

Mrs. Wedgworth. Yes; we process more for other people than we do for ourselves.

Miss Pascal. About how many acres of celery do you grow?

Mrs. Wedgworth. This year we have right close to 250 acres. For the last 3 years previous to this year we have had right around 200, due to the fact that I was the only one here in the Glades that was able to conform to the Soil Conservation program. I had enough history so that I could afford to conform.

Miss Pascal. About how many acres of potatoes do you have?

Mrs. Wedgworth. We have 500 this year. This is also a little bit more than we have formerly grown. We have grown between 300 and 500 for the last few years.

Miss Pascal. Are these new potatoes?

Mrs. Wedgworth. Yes. It is the Red Bliss. We have two crops of those. We had 500 last fall and this spring 80 acres.

Miss Pascal. These potatoes have to be washed before they are shipped, don't they?

Mrs. Wedgworth. Yes.

Miss Pascal. Do you wash potatoes for other people?

Mrs. Wedgworth. Yes, we do.

Miss Pascal. I wonder if you could give us some idea, Mrs. Wedgworth, of the number of acres of potatoes and celery necessary to make it possible to maintain your own washing and precooling equipment profitably.

Mrs. Wedgworth. That's hard to say. Some people maintain their own grading equipment for much smaller acreage than others, and I have no way of knowing whether they are doing it profitably or not. We have always had our own grading equipment from the beginning of our farm and we usually are able to operate it profitably.

Miss PASCAL. About what is the smallest acreage required by the farmers who have their own potato grading and washing equipment?

Mrs. WEDGWORTH. I believe there is only one farmer who grades and packs his own, who has a small acreage, and that is Mr. Haney. I believe he had 80 acres this fall, although I am not sure.

Mr. TIPTON. How about celery?

Mrs. WEDGWORTH. This will apply to the others. Raoul & Haney grew around 150 to 200 acres of celery. I am not sure about that.

Miss PASCAL. How long have you been down here in the Glades, Mrs. Wedgworth?

Mrs. WEDGWORTH. We came to Belle Glade in April 1930, from Michigan State College.

Miss PASCAL. How long were you and Mr. Wedgworth at Michigan State College?

Mrs. WEDGWORTH. We were there from December 1928 until April 1930.

Miss PASCAL. Where had you been before that?

Mrs. WEDGWORTH. Previous to that time, Mr. Wedgworth had been connected with the Mississippi Experiment Station and also had taken graduate work at Michigan State and Cornell University. He lacked just 1 year of having his Ph. D. degree.

EFFECT OF SOIL ON BEANS

Miss PASCAL. Did you do any farming at all before you began here?

Mrs. WEDGWORTH. No. Mr. Wedgworth was brought up on a farm in Mississippi and that was where his love of farming came from, I guess. My husband came as plant pathologist to the Everglades experiment station. The specific problem he came to work on was the yellowing of beans, which was supposed at that time to have been a disease. Through the experiments he found it wasn't a disease but a lack of manganese in the soils, which has become a very valuable discovery for the farmers and really made the sawgrass land available for beans, which it hadn't been up to that time. Then, I guess the real reason that we left the experiment station and started farming was that he had a half acre of celery in one of the experiments which he harvested and auctioned here on the track for close to $900. He had always wanted to farm before and he just couldn't wait to get started then. So, in 1932, he severed his connection with the experiment station. We had planned to farm on the side and I was to look after the farming during the day and he after office hours, but the director objected to having an outside project, so we started farming in 1932. The first year we went just as flat broke as possible. We really learned a lot then. That was the only year which hasn't been profitable. We started next year and had a fairly profitable season. We got a Federal land-bank loan and a regional agricultural credit loan.

Miss PASCAL. Is that what corresponded to the Production Credit Association?

Mrs. WEDGWORTH. Yes. And ever since then our operating capital has been from the production credit loans. Mr. Wedgworth was a director in the Miami Production Credit Association.

Mr. Tipton. How many acres did you farm that first year?

Mrs. Wedgworth. We had 80 acres of celery. We looked through all the records and we thought that was an absolutely sure thing. We thought we couldn't fail on that. Mr. Wedgworth had started growing celery at the experiment station in the spring of 1930. He had made some seed beds to study the damp-off of the celery plants.

Miss Pascal. When you started, you were about the first celery farmers down there?

Mrs. Wedgworth. Brown farm had grown celery previous to that but through one reason or another had not made a success of it.

Mr. Tipton. They were way out in the sawgrass, weren't they?

Mrs. Wedgworth. Yes.

PROCESSING OF CELERY

Miss Pascal. Did you process your celery for marketing in those days?

Mrs. Wedgworth. The first year we started out, we placed directly on the ground some old railroad crossties and laid planks on them and bought an old celery chain from Brown farm. With no roof over it at all, right out in the wide open, we started packing celery.

Miss Pascal. Did you precool it?

Mrs. Wedgworth. No; at that time we had no precooling facilities and we really had to fight to make the market believe that we could grow celery down here. This celery was discriminated against badly. We had no buyers here, which put us to a big disadvantage. If you recall, that's the year the banks all closed their doors. We operated until 1935 without a precooler, merely top-icing, which was very unsatisfactory. We also tried to precool with the portable fans which blew air over the ice and through the car but which was very unsatisfactory.

Miss Pascal. At that time were celery growers in Sanford and Sarasota using precoolers?

Mrs. Wedgworth. Yes; and we realized that we had to have a precooler, but just getting started we weren't able to until 1935.

Miss Pascal. And by that time the acreage had expanded enough so you could put up a precooler?

Mrs. Wedgworth. So we started in. Mr. Wedgworth built this packing house himself and put in precooling which, of course, was much simpler than the precooling that we have at this time. This last June we added to it considerably.

Mr. Tipton. I would like to ask you, Mrs. Wedgworth, about what percentage of the potatoes and the celery that you pack and precool is your own and what percentage is custom work?

Mrs. Wedgworth. It varies considerably from year to year. This year, I don't know, and from the records last year, I don't recall. I believe that last year possibly half of the celery was ours and the rest, of other growers. Last year and this year we are operating the celery by renting chains to the other growers and they do their own packing and we pack our own. Of course, we precool it all.

Mr. Tipton. Then you simply rent your chains for so much a crate, I suppose, and then charge so much a crate additional for precooling?

Mrs. Wedgworth. There is no money to be had in grading, and a whole lot of worry and grief with it because each one thinks he knows just how it should be done and may not be satisfied with results, so that it has worked out much more satisfactorily to allow them to pack their own. Of course, they have to bring it up to our standards because our salesman sells it all.

Mr. Tipton. Are these sold under your brand?

Mrs. Wedgworth. Partly under our brand and partly under a brand that their name is on and ours also. That's mostly due to the fact that we don't like to have our celery compete against itself in the markets and in some of the larger cities there are two firms that we like to deal with. That way we can have our celery in there and not have it competing against itself.

Mr. Tipton. Would you say that about 50 percent of your own and 50 percent custom in celery was about an average?

Mrs. Wedgworth. No; it wouldn't be an average because it varies so from year to year. Sometimes we won't get in as much and other growers get in more, or there will be some disease or flood condition that will reduce one or the other, so it just varies from year to year.

Mr. Tipton. And is that true also of potatoes?

Mrs. Wedgworth. Yes; very true.

Mr. Tipton. Some years half of the produce would be from your own farm and half handled on a custom basis and some years the proportions would be considerably different?

Mrs. Wedgworth. Yes. Usually we have had more potatoes because that has been one of our stronger crops, but this year we had a very poor crop ourselves and the other growers had their potatoes on new land, which came through in much better shape than ours did.

Miss Pascal. What are the charges for processing celery and precooling?

Mrs. Wedgworth. It is 50 cents for celery grading, packing, and precooling.

Miss Pascal. And that includes the price of the crate?

Mrs. Wedgworth. Yes.

Mr. Tipton. That charge is the rental charge that you mention for the use of the machinery?

Mrs. Wedgworth. No; we charge ourselves, you see, here in the packing house because we keep it a separate operation. Now, for the ones we rent the belt to, we charge them 2 cents for rental of the belt and miscellaneous service we render to them, and then 8 cents for precooling.

Mr. Tipton. And then, if you sell for them, there is an additional charge?

Mrs. Wedgworth. Yes; there is 5 cents if the product sells below $2 and 10 cents if it sells above $2.

Mr. Tipton. Those are the usual arrangements for wash houses?

Mrs. Wedgworth. I think that's quite general over the State.

Miss Pascal. What are the usual charges for potato grading?

Mrs. Wedgworth. We charge 29 cents for boxed potatoes, 28 cents for ones in 100-pound bags, and 22 cents for 50-pound bags.

Mr. Tipton. Would you tell us about the development of the business since 1930 and the addition of the fertilizer plant?

Mrs. Wedgworth. The fertilizer plant was built in 1936. At that time we also had started a supply house, and I continued to operate it until 1940, at which time I sold it to Broward Grain Supply Co. of Fort Lauderdale.

SOIL SUPPLEMENTS

Miss PASCAL. I wonder if you would tell us something about the fertilizer used in this area and the work of your husband in discovering elements that have to be added to the soil to grow properly on the sawgrass land? Could you tell us something about the supplements that have to be put into the soil?

Mrs. WEDGWORTH. When Mr. Wedgworth was at the experiment station, Dr. Allison was in charge and he was exceptionally busy with managing the station and Mr. Wedgworth helped him with the fertilizer experiments and became very familiar with all of the fertilizers used here. So that when we started farming we bought all of the basic goods and did our own mixing, and what the Government is now advocating, high-analysis fertilizers, we have always used and, when we started the fertilizer plant, Mr. Wedgworth sold the high-analysis fertilizers whenever he could, rather than sell the low analysis, because it seemed so foolish to ship down fertilizer which is of very little value to the soil. I expect we sell more high-analysis fertilizer than is sold in any other section of the State.

Miss PASCAL. Is this high-analysis fertilizer more suitable to the Glades region than other regions?

Mrs. WEDGWORTH. I don't know as it is. I think other regions could use it just as well, but they have become used to the low-analysis fertilizers and so many farmers don't realize the value or what an an 0–8–2 means. Of course, here we add manganese, zinc, iron, boron, and sulfur a great deal to our mixes.

Mr. TIPTON. Can you tell us what formula and what quantity fertilizer you use for celery and potatoes in your own operations?

Mrs. WEDGWORTH. In our own operations we use for celery 0–12–18, 3 percent manganese, and then we add zinc and boron, also sulfur.

Miss PASCAL. Do you have to add these elements principally at the time when you are developing new land?

Mrs. WEDGWORTH. They need to be added more at the time of developing new land because our soils are so deficient in copper and manganese that it is necessary.

Miss PASCAL. But it is always necessary to add smaller quantities of the fertilizers each year?

Mrs. WEDGWORTH. Yes.

Mr. TIPTON. Can you tell us about what quantities of this formula you would begin with when you first start new land for celery and how much the quantity would decline as time went on?

Mrs. WEDGWORTH. In the beginning from 1,500 to 2,000 pounds and then, from that time on, from 1,000 and 1,500 pounds.

Mr. TIPTON. What is the fertilizer formula for potatoes?

Mrs. WEDGWORTH. We use an 0–8–24 for potatoes, with the supplementary elements added. For the raw sawgrass land, the first year, from 750 to 800 pounds an acre. After that, around 500.

Mr. TIPTON. Do you ever add nitrogen to your fertilizer formula?

Mrs. WEDGWORTH. We do not add it to our formula in the beginning but add it as side dressing if and when the crop needs it. During times like we had last year, when we had a number of heavy rainfalls, we used considerable nitrogen. This year it wasn't used quite as much.

Mr. Tipton. Is nitrogen ever added to the formula for anything besides celery?

Mrs. Wedgworth. Some farmers use some nitrogen. We ourselves do not.

Mr. Tipton. What would they use the nitrogen for, in addition to celery, everything or just——

Mrs. Wedgworth. They will use it for peppers. I don't recall what other crops we have sold it for. We sell some fertilizers that go to the sand lands and, of course, in that case nitrogen is necessary.

Mr. Tipton. Can you tell us what the formula for beans on sand lands should be?

Mrs. Wedgworth. We have sold a 4–7–5 for beans on the sand land.

Mr. Tipton. Can you tell us approximately the price of 0–12–18 for celery and for the potato formula which was 0–8–24?

Mrs. Wedgworth. 0–12–18 we charge $20.90 per ton. Then to that is added the cost of the supplementary elements, which vary considerably. The cost of them varies as they are continuously getting price changes. Of course, now a ceiling has been established, and there is not the price change that there was. Maybe in one field we will add more of the supplements and in the other field less, so there is no established price. One farmer may think he wants 50 pounds of zinc and another one may want 100 pounds.

Mr. Tipton. And is zinc, for example, sold on the poundage basis?

Mrs. Wedgworth. Yes.

Mr. Tipton. How much does zinc sell for a pound?

Mrs. Wedgworth. $6.80 a hundred.

Mr. Tipton. And do the other supplements run about that price?

Mrs. Wedgworth. Well, for the copper we are charging $7.15 a hundred and the mixed form manganese $3.60.

Mr. Tipton. What do you mean by "mixed form"?

Mrs. Wedgworth. The mixed form is manganese that is incorporated in the regular fertilizer mix. We also sell manganese which is dissolved in the sprays and is sprayed onto the plants.

In the season of 1937 we realized that we had to have a better precooler and that, due to the excessive cost of our electricity, we needed to generate our own electricity. So Mr. Wedgworth drew up plans and started to increase our facilities, adding 2 Fairbanks-Morse Diesel engines with the necessary generators and compressors. He also bought a York flake ice machine. It was during the installation of this machine that the accident occurred which later resulted in Mr. Wedgworth's death on October 10, 1938. At that time I took active charge. I had been here at the office a week before that. Mr. Wedgworth had been in Washington attending some of the soil conservation program meetings, so then I took up from that point and have been in charge now during the last few years. This last year we have added to our packing house considerably, which makes for much easier operation. We have installed the conveyor chains, increased our precooling from an 8-crate-wide precooler to a 15-crate-wide precooler.

LABOR SUPPLY

Miss Pascal. Have you found that you have had an adequate supply of labor on the farm and in your packing house operations this year?

Mrs. WEDGWORTH. At times we have been very short, and we have our own quarters for the colored laborers so that we have been in better position than the average grower this year, I believe. But right now we have a shortage in help for the packing house and today are going to 35 cents an hour, which will increase our pay rolls around $500 a week, and with the price of celery——

Miss PASCAL. Have you ever had a shortage of packing house labor before?

Mrs. WEDGWORTH. Temporary shortages at times.

INCREASE IN WAGES

Miss PASCAL. I understand that the price has been pretty generally 30 cents over a large number of years and has gone up to 35 cents in Glades packing houses just this week. Why have the packing houses made this change?

Mrs. WEDGWORTH. We went to 30 cents an hour at the time the Government started this wage-and-hour law. Up to that time it had been, I believe, 20 cents earlier, then 25, and then we went to 30 cents. That year that we paid 25 cents we really didn't come under the wage-and-hour law. Then the next year we came under it and paid 30 cents, and this advance to 35 cents isn't an enforced advance from the Government but trying to meet the other labor prices and the increased cost of living for the laborers.

Miss PASCAL. Has this shortage at the present time been due to laborers leaving the area earlier than usual?

Mrs. WEDGWORTH. Yes; and I'm in hopes that it will bring in some from other parts, too. We have lost a number to the Army and then, on account of the men leaving, the women have also left. Then right at this time, I believe, a lot of our shortage is due to the unsettled conditions about the gas shortage. They want to either get back home or get up to the country where the next job is starting. If we could have had some statement to assure them of gasoline later on, I think it would relieve our situation.

Mr. TIPTON. You feel that is an important factor?

Mrs. WEDGWORTH. Yes. I know we have lost a number of laborers on that account and some of our very best ones. We have several who have little farms in Georgia. They work them in the summertime and come down here in the fall and they were very anxious to get back home

Mr. TIPTON. Are those the white help that you are speaking of now?

Mrs. WEDGWORTH. Yes; the white help. The nucleus for our farm help we keep all summer long and Mr. Wedgworth was always of the opinion it was better not to pay peak wages but to furnish year-round work as much as possible, so in the summertime we hunt jobs to keep our men busy.

Miss PASCAL. About how many people are you able to keep on during the summer?

Mrs. WEDGWORTH. We will have around 50 on the pay roll during the summer.

Miss PASCAL. And about what is your pay roll during the winter?

Mrs. WEDGWORTH. It will be around 200 a good lot of the time.

Mr. TIPTON. That's 200 on a weekly basis—these are all colored we are speaking of now?

Mrs. WEDGWORTH. Yes.

Mr. TIPTON. Then, in addition, at peak harvest time you have to hire by the day?

Mrs. WEDGWORTH. Yes. Of course all of them are paid by the day or by the hour.

Mr. TIPTON. But when you hire extras for purely harvesting operations, are they paid at the end of the day, or, as the others are, at the end of the week?

Mrs. WEDGWORTH. According to what they are doing and whether they are going to be staying. If they intend to work on through the week, we will wait until Saturday night, usually with some advances to them. But if it is in harvesting potatoes, they are paid each night. We work that somewhat similar to the bean picking. We pay by the crate and they receive a ticket for each crate and, if they have a ticket, they want that paid off each night.

Miss PASCAL. Mrs. Wedgworth, how many of your field help do you have living in quarters here?

Mrs. WEDGWORTH. We can accommodate close to 100.

Mr. TIPTON. That is a hundred workers?

Mrs. WEDGWORTH. Yes; it would be right at a hundred workers.

Mr. TIPTON. Then, some of them, I suppose, have families?

Mrs. WEDGWORTH. Single men, or if they have children they leave them with the grandmothers in Georgia or something like that.

Mr. TIPTON. Do the wives that come along down here—do they work along with the men?

Mrs. WEDGWORTH. Most of them do.

Miss PASCAL. And you employ the rest of the people from the Negro quarters in Belle Glade?

Mrs. WEDGWORTH. Yes; and some from the migratory camp.

Mr. TIPTON. Do any of your white workers in the packing house live in the white migratory camp?

Mrs. WEDGWORTH. The largest share of them do.

Mr. TIPTON. What is your opinion of these migratory camps?

Mrs. WEDGWORTH. I feel myself that it has been a real benefit to the workers. It is peculiar though, if we would allow them to come and camp out here, as they did before the migratory camp was established, a number of them would be right back here living in the little tar paper shacks.

Miss PASCAL. How do you account for that?

Mrs. WEDGWORTH. The American characteristic of doing what they want to do and being an individual, I guess. That little tar-paper shack was theirs.

Mr. TIPTON. Would you say that was true of both the white and the colored camps?

Mrs. WEDGWORTH. I don't know as to the colored camp because we never have allowed them to live just any way on the farm. The ones that have lived there have had not too good houses, I will say, but better than they take care of. We tried to keep the buildings screened and we put in flush toilets and we have one time to make them take care of it.

GROWERS' COMPLAINTS

Miss PASCAL. We have heard complaints that some farmers don't approve of the Negro camps. They claim that the management lets the workers sit around the camp, instead of making them get out and work. Do you think there is any truth in that?

Mrs. WEDGWORTH. I am afraid there is some truth to that. Nevertheless there is something, I believe it is the higher wages, that is upsetting the colored help all over the section. I was talking to the personnel director of the sugar company at Clewiston and he said their workers were working on an average of 4 days a week in their own camps. If they make more a day, they are going to work fewer days a week.

It is just a peculiar situation with them, but I feel, along with a number of the other growers, that possibly they are being given too much. Something that has had a big effect on the Negroes is this surplus commodities. We have had a number of them want to stop work to go up and get their "little groceries." They will quit work that day to go stand in line and get the surplus commodities. We owe it to the workers to give them good living conditions but, on the other hand, we have got to make them pay for what they get so they will be better citizens.

Mr. TIPTON. I would like to ask, in that connection, whether you believe that these observations, which you have made with regard to the colored camp and the colored people, would apply to the white camps and the white workers?

Mrs. WEDGWORTH. I don't think that applies to the white camps. They always seem anxious to work and have a different disposition toward the work, so that the ones who are in the white camp are really good laborers. I feel that the white camp should be self-supporting because there are people here who rent buildings, houses for them to live in, and I don't feel that it is best for them to be given too much—just from a citizenship standpoint. They should feel that they are paying for what they get and I think that is what they want to do because the most of them are very self-respecting people. At the time the investigations were being made, it was interesting, the comments that they made. They very much resented people coming and looking at their tents and commenting on conditions they lived under, because they were living just as clean as most of the people over here in town. I only know of one little tent out here that was filthy. The people had plenty of water. They had sufficient toilet facilities here, not according to governmental regulations, on account of distances like that, and it was a duplication from the packing house, but they kept very tidy places with what they had to do with.

FARM PLACEMENT SERVICE

Mr. TIPTON. Have you had occasion this year to make use of the services of the farm placement interviewer who has been placed in the area by the United States Employment Service?

Mrs. WEDGWORTH. I have talked with him on several occasions but I have not used the Service directly.

Mr. TIPTON. You haven't placed an application for workers with him?

Mrs. Wedgworth. No; I haven't.

Mr. Tipton. Do you think that in the coming year in which, as I recall, you expressed some fear of labor shortage that the United States Employment Service will be able to help solve any possible shortage problems that may arise?

Mrs. Wedgworth. Yes; we hope they will, although their idea of pooling labor isn't practical for this section. We are all too large operators. I can see where in some sections it might work out but—maybe I don't understand just the way they plan to do it—but from my understanding so far, I don't see how it would work.

Miss Pascal. As you understand it, do they intend to pool the labor that the growers have in their own quarters?

Mrs. Wedgworth. I don't know as to that.

Mr. Tipton. Do you think that the Employment Service would be of service to you in getting labor into this region from other regions?

OUT-OF-STATE RECRUITING

Mrs. Wedgworth. They should be able to help to coordinate the labor from one section to another. Each year we send up trucks to Georgia to bring help down. We charge them nothing for it and then, at the end of the season, we give them a fish fry or barbecue and give them transportation back. Most of them have little farms up there or something like that. This last fall we sent a truck, up and I had an awful time getting it released up there. At that time the State employment bureau wasn't in connection with the United States Employment Service. Then, the next time I wired up there first, to see that the truck would be released and they sent word back that there was no help available. We knew that a number of the wives of men that were already down here and friends were there waiting, wanting to come. So I called the man in charge of the State employment agency, a Mr. A. U. Hogan, and he told me that the farmers there didn't like the idea of us coming up there for the laborers. We knew there was not much work there and the part I didn't like—we have always sent a very trusted colored man with our truck—was that he told me that he would advise me not to send a truck up there, if we did there was something going to happen to the driver. That made me mad and I said, if I sent the driver up there that certainly, if anything happened to the driver, he would have me to account to and not the colored driver. Nevertheless, as long as there was that strong sentiment, we thought best to not send as good a man as we had been sending up there or he might get in some trouble. But it seems when laborers are not being needed in one section and they are needed in another and are anxious to come, they should be allowed to come.

Miss Pascal. Have you run into experience of this kind before?

Mrs. Wedgworth. Only in having difficulty in getting the truck released. We always have sent a letter with the truck driver to the one in charge, either the chief of police or the State employment agency, and had our driver go direct there so that he wouldn't just be going in and gathering them up with no authority at all. The time before this, we exchanged 6 or 8 telegrams and it finally took two long-distance calls, if I recall, to get the truck released. The workers were ready to come and the authorities wouldn't allow them to come.

Mr. Tipton. Then you say the workers were released through the Employment Service there?

Mrs. Wedgworth. Yes. It was release of the workers. This was in Dublin, Ga.

Mr. Tipton. Have you ever had any difficulty after trucks have been loaded and started back down here?

Mrs. Wedgworth. No; because they are never allowed to start unless cleared through the proper channels. We don't want to take the workers up there when they are needed but, on the other hand, the ones who have been coming down here year after year, we do feel that if they are not needed up there and we send a truck up there for them and give them transportation down, that they should be allowed to leave, because when our season is over we immediately send them back.

Miss Pascal. Mrs. Wedgworth, have you ever made specific arrangements with employers of labor in Georgia to borrow the workers for the winter season and return them?

Mrs. Wedgworth. No; because I don't know such growers up there.

Mr. Tipton. You don't know of any growers that would be able to supply enough workers to make it worth while contacting growers directly?

Mrs. Wedgworth. No.

Mr. Tipton. Do you know whether any other grower has any such arrangements?

Mrs. Wedgeworth. No; I do not. It is my understanding that up there they have to feed a lot of the help over the winter. Of course, maybe they like to do that in order to keep them. Maybe I am criticizing someone else for something we do ourselves in giving our help work through the summer. But we haven't done that to keep them, but it is our policy of thinking it is better for them to have their money spread out during the year. Of course, that's during the depression years when there wasn't the work that there is now.

Miss Pascal. We thank you, Mrs. Wedgworth, for this very helpful information.

TESTIMONY OF MRS. JOHNNIE BELLE TAYLOR (NEGRO), CAMP OKEECHOBEE, FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP, BELLE GLADE, FLA., APRIL 25, 1942

Mr. Tipton. Will you give your name for the record?

Mrs. Taylor. My name is Johnnie Belle Taylor, South Bay, Fla.

Mr. Tipton. You live here in the camp?

Mrs. Taylor. Yes; I live here in the camp.

Mr. Tipton. How long have you lived in the camp?

Mrs. Taylor. We came down here the middle of November of this season. Of course, I keep my room all of the year, and I was here last year, which makes 2 years we have been in this camp.

Mr. Tipton. And you have been in the same house?

Mrs. Taylor. I was in old 20 and 18 last season.

Mr. Tipton. Those are the older corrugated-iron houses?

Mrs. Taylor. Yes; that's right. Last season we were there part of the time and then we moved around over here in G–7. That's where I am now.

Mr. Tipton. Where did you come from originally?

Mrs. Taylor. Where I was born? Talbot County, Ga.

Mr. TIPTON. When did you leave Talbot County?

Mrs. TAYLOR. I just tell you. I was a child when we came from there. I was born in Talbot County near Talbotton, Ga., and then we came over in Meriwether County around Manchester, Warm Springs, out over there. I was reared all up in that section in Georgia.

Mr. TIPTON. Then when did you first come to Florida?

Mrs. TAYLOR. I came to Florida in 1937.

Mr. TIPTON. For the first time?

Mrs. TAYLOR. Yes.

Mr. TIPTON. And have you been here in Florida ever since 1937?

Mrs. TAYLOR. We stayed during the season. You see, we came down when the season began and then we stays until about the 1st of June, then we leave here and go to Hawthorn, all around Alachua and Hague and Santa Fe and we gather and pack corn and work in tobacco. Then we goes on further up in Georgia.

Mr. TIPTON. May I stop you a minute? What crops do you gather in Alachua?

Mrs. TAYLOR. When we go to Alachua they have cucumbers, they have beans, and they have these small limas. We pick them and then we works in tobacco and we cut and pack roasting ears around there.

Mr. TIPTON. From there you go to Georgia? What do you do there?

Mrs. TAYLOR. You see, when that season there is over the season is just coming in around Tifton and Moultrie, Ga. We work tobacco then around there, first one thing and then another, just what we can get to do then until cotton opens and then we gather the peanut and cotton crops.

Mr. TIPTON. And when does the cotton usually begin?

Mrs. TAYLOR. Along about the middle of August.

Mr. TIPTON. How long do you work in cotton and peanuts?

Mrs. TAYLOR. Until about somewhere along about the 1st of October.

Mr. TIPTON. And then it's time to come back to Florida? Is that right?

Mrs. TAYLOR. Yes; then we comes back. Now, this past season they have an airport going up around Moultrie and so I was looking up to haul some hands to the airport and that's why I was as late as I was coming down this time because I was hauling hands to the airport.

Mr. TIPTON. From where were you hauling?

Mrs. TAYLOR. From Moultrie—out, I suppose, about 5 miles from Moultrie.

Mr. TIPTON. You were just hauling them back and forth every morning and evening?

Mrs. TAYLOR. Yes.

Miss PASCAL. Do you have your own truck?

Mrs. TAYLOR. I have a car.

Miss PASCAL. And I suppose you were planning to go back up to Alachua pretty soon?

Mrs. TAYLOR. When everything is over with here, that's where I was planning on going—from here to Hawthorn, first picking Fort Hooks, big limas and beans and cucumbers. That's what goes on around Hawthorn.

CONDITION OF TIRES

Miss PASCAL. How are the tires on your car this year?

Mrs. TAYLOR. I tell you I need two as bad as anything. I really do need two tires.

Miss PASCAL. Are you going to try to make the trip on the two bad tires anyway?

Mrs. TAYLOR. I was planning on trying to see could I make some arrangements or could I get two somewhere or another. Because you know it is a long ways from here and traveling back and forth. We have to get from here to there and when we get there some of those people don't have no way to take you out to those fields and you have to make some arrangements to get out and it is way out kind of from town, lots of those fields, and so we have to make some arrangements to get out there and for that cause I had planned on trying to see could I get a tire because we have to get them here. There is a bunch of them. I have five children and my mother and my husband. Right now he is in Key West trying to work down there, so he kind of hated to leave since they needed men so bad on the water line and all. He kind of hated to leave from there.

Miss PASCAL. How long has he been working down there?

Mrs. TAYLOR. He has been working there, I guess, about 6 weeks.

Mr. TIPTON. If he wants to stay, has he work there for a while?

Mrs. TAYLOR. Yes, sir. He has been there about 6 weeks.

Mr. TIPTON. You say you have five children and your mother. Is that the whole family?

Mrs. TAYLOR. That's right.

Mr. TIPTON. How many of your children usually work, either here or in Alachua and up in Georgia?

Mrs. TAYLOR. Now there is two of my children too small to work and there are three can work, but my two little boys I lets them go to school some and help me some and I have a girl going on 17. She helps me and my mother is sixty-odd years old and she kinda keeps the small ones and that keeps me going.

Mr. TIPTON. So that your 17-year-old girl helps you, picking and so on, and your two boys—how old are they?

Mrs. TAYLOR. One is 12, the other is 10. They helps me some, and the two younger ones they can't do anything, one is 7 and one 6.

Mr. TIPTON. So that the 10- and 12-year-old children are in school part of the time but the rest of the time they can help?

Mrs. TAYLOR. Yes.

Miss PASCAL. When you leave here and go up to Alachua and to Georgia where do you live?

Mrs. TAYLOR. My home is in Dawson, Ga.

Miss PASCAL. So when you go to Georgia, you go home?

Mrs. TAYLOR. When I go to Georgia I am going home, that's Dawson, Ga.

Miss PASCAL. Where do you live in Alachua?

Mrs. TAYLOR. In Alachua we just working there—we works our way on up. We go to Hawthorn and just work.

Miss PASCAL. For how long?

Mrs. TAYLOR. Well, the whole thing lasts from the middle of May on, the whole season, until the 1st of October. We will be working in that length of time clear on up to Georgia.

Mr. Tipton. You leave here in the middle of May and work your way up, and by the 1st of October you would be through and would be home in Georgia?

Mrs. Taylor. That's right. On the way back then in October. That's the time we get through.

Mr. Tipton. From the time you leave here in the middle of May, how long is it until you get to your home in Dawson?

Mrs. Taylor. You mean go there to stay? Well, now, we don't go home to stay any length of time. I don't think I stayed home last year over 2 weeks.

LIVING CONDITIONS

Mr. Tipton. So that all that time has been spent in working as you go North. Now, when you get up around Hawthorn what kind of living accommodations do you have? Do they have any camps like this up there?

Mrs. Taylor. No, sir. We just got to live in the house where the people let you stay. Some have to sleep in cars and some few of them have a little tent along with them. Just like that. We just have to take it as we finds it.

Miss Pascal. Do any of the people you work for have quarters?

Mrs. Taylor. One man has quarters there—Mr. Johnson. He runs a big turpentine still. He has quarters and he is about the only man that has.

Miss Pascal. And whenever you work for anybody else, you have to take it as you find it?

Mrs. Taylor. Just like if he has enough room, he let us stay. That's the way we have to do.

Miss Pascal. Are there any places to rent up there?

Mrs. Taylor. Well, no, sir. There are no quarters around there. Sometimes you find an empty house out on a man's little place. They have a few acres, 7- or 8-acre patches. Not like down here, just small quantities, and sometimes you have an empty house. He rents that house. Well, a bunch of them live just there in that same house, sometimes three or four in the same room. We just put up with most anyway, just to be working, trying to live.

JOB CONTACTS

Miss Pascal. Do you work for the same people there year after year or just pick up jobs where you can find them?

Mrs. Taylor. Well, we pick up jobs mostly. When we first go up there we have a man, his name is Mr. Burton, and so when we leave there we go to Alachua. When we get to Alachua we works up there with Mr. Buster Turner, and Mr. Lindsey Selham. He runs a big packing house and all, round Hague; Mr. Selham owns around Hague.

Mr. Tipton. You usually work for the same people?

Mrs. Taylor. We go to those same men every year and work with them and then, if they run out, if anyone else has anything to do around there we work with them.

Mr. Tipton. Do you work for the same men down here the way you do up there?

Mrs. TAYLOR. Now, when I came here last season to the camp, and every since 1937, I been working with Mr. Bob Clouch at Lake Harbor and Mr. Louis Bolton and Mr. Joe Lee Woods. I have been working with those men ever since I came down, till I came down to the camp.

Mr. TIPTON. During those first years, did you live in their quarters?

Mrs. TAYLOR. I lived in Mr. Clouch's quarters when I first came down here and then I lived in Mr. Woods' and Mr. Bolton's quarters awhile after that until I left them and come here.

Mr. TIPTON. Now that you are living in the camp do you work for them any more?

Mrs. TAYLOR. Well, the way we do here since we been down here, we work one to the other. We work for Mr. Engleman, Mr. Knights, and Mr. Chaney up here at Pahokee. Mr. Ingham sends a truck in here and also Mr. Knights. He sends a truck but we meets Mr. Chaney. He don't send a truck. He lives at Pahokee. Sometimes he sends a truck to Belle Glade and then we meet him there.

Mr. TIPTON. Do you usually try to work for these same three or four men all the time?

Mrs. TAYLOR. I work for Mr. Chaney all the time. I worked with Mr. Chaney on the east coast and so I worked with him ever since Christmas mostly and also Mr. Peterson, I worked with him down there.

Mr. TIPTON. Where is that?

Mrs. TAYLOR. That's at Homestead. That's where they was until they come back here. Now, he has been back here now about 3 weeks and I have been here 2 weeks this coming Tuesday, back to the camp.

Miss PASCAL. Do these people grow both here and in Homestead?

Mrs. TAYLOR. Contracts. Chaney grows here but contracts in Homestead. He has a lot of trucks and hauls. He contracts the fields and hauls the beans.

Miss PASCAL. He goes down to Homestead in the midwinter season when there are not many beans up here, I suppose?

Mrs. TAYLOR. When things close, he goes to Homestead and contracts those fields, picking and hauling, and then we work with him.

Miss PASCAL. Then he comes back here and grows for himself?

Mrs. TAYLOR. Grows for himself but contracts others.

Mr. TIPTON. You said that you considered Dawson, Ga., as your home, but that you usually stayed there only about 2 weeks. Why do you consider Dawson your home?

Mrs. TAYLOR. I bought a little place there. I have a house on it and so my children's daddy is there, but he is old. He is not able to do anything very much. It is cold up there so we come down in the winter and work. I have been there ever since 1915, in Dawson, so all my things are there. I only keeps a little to go on along with us, so I call that home.

Mr. TIPTON. So the father of your children keeps your place for you while you are away?

Mrs. TAYLOR. But you see me and him, we are not together. We have been parted 7 years, but still that's home, all my things are there.

Miss PASCAL. Thank you.

TESTIMONY OF MRS. ELNORE JACKSON (NEGRO), BELLE GLADE, FLA., APRIL 26, 1942

Miss PASCAL. Will you give your name and your address?

Mrs. JACKSON. Elnore Jackson, Belle Glade, Fla.

Miss PASCAL. Do you have a family?

Mrs. JACKSON. Yes.

Miss PASCAL. How many are there in your family?

Mrs. JACKSON. Five of us in the family, six with my husband. I have four children.

Miss PASCAL. How long have you been in Belle Glade?

Mrs. JACKSON. I have been in Belle Glade since 1938.

Mr. TIPTON. All of the time?

Mrs. JACKSON. Yes, sir.

Mr. TIPTON. You stayed right here in Belle Glade?

Mrs. JACKSON. Yes, sir.

CAME FROM GEORGIA

Mr. TIPTON. Where did you come from?

Mrs. JACKSON. Cordele, Ga.

Mr. TIPTON. What did you do up in Georgia?

Mrs. JACKSON. I worked, picked cotton sometimes and worked at the hotel sometimes.

Mr. TIPTON. And your husband?

Mrs. JACKSON. He worked at the wholesale house.

Mr. TIPTON. You never farmed up in Georgia?

Mrs. JACKSON. No, sir; but I worked on the farm.

Mr. TIPTON. And your husband sometimes worked on the farm, too?

Mrs. JACKSON. Yes, sir.

Mr. TIPTON. Did he pick cotton?

Mrs. JACKSON. Yes, sir.

Mr. TIPTON. What have you been doing since you have been down here in Belle Glade?

Mrs. JACKSON. I picked beans, worked in celery, and wash and iron sometimes.

Miss PASCAL. What do you do during the summer when there are no beans or celery to be harvested?

Mrs. JACKSON. Wash and iron sometimes.

Miss PASCAL. Do you find that you can make out all right during the summer?

Mrs. JACKSON. Yes.

Miss PASCAL. What does your husband do, during the summer?

Mrs. JACKSON. He is on the farm sometimes.

Miss PASCAL. Can he find work during the summer?

Mrs. JACKSON. Yes.

Miss PASCAL. Where do you live in Belle Glade?

Mrs. JACKSON. I live in Mr. Schuler's quarters.

Mr. TIPTON. That's the quarters at the end of the street?

Mrs. JACKSON. That's right.

Mr. TIPTON. What do you have there?

Mrs. JACKSON. I have a room there.

Mr. TIPTON. Can you tell us how big the room is?

Mrs. Jackson. It would be about 10 by 12.

Mr. Tipton. Is that big enough for your family?

Mrs. Jackson. It isn't big enough, but I have to make out with it.

Mr. Tipton. Where do you cook?

Mrs. Jackson. We cook in the same room.

Mr. Tipton. Do you have water in your room?

Mrs. Jackson. No, sir.

Mr. Tipton. Where do you get it?

Mrs. Jackson. On the outside.

Mr. Tipton. Outside the building?

Mrs. Jackson. Yes.

Mr. Tipton. How about sanitary facilities? Are they outside too?

Mrs. Jackson. Yes.

Miss Pascal. How did you happen to come down to Belle Glade?

Mrs. Jackson. They say you can make good, and by coming down here we could do better than at home.

Miss Pascal. Have you found that was the case?

Mrs. Jackson. Yes.

Miss Pascal. You are glad you came down?

Mrs. Jackson. In a way, I is. It is better, but in other ways it is not.

Miss Pascal. In what way is it not better?

Mrs. Jackson. We do not have it as convenient as at home.

Miss Pascal. Do you mean you had a better place in which to live at home?

Mrs. Jackson. Yes.

Miss Pascal. They tell me that Schuler's quarters is about the best place in Belle Glade. Do you think it is?

Mrs. Jackson. Yes. It is about the best.

Miss Pascal. But you think you had a better place to live up in Georgia?

Mrs. Jackson. Yes; more room.

Miss Pascal. Did you have a house in Georgia?

Mrs. Jackson. Yes.

Miss Pascal. How big?

Mrs. Jackson. We had a three-room house.

Mr. Tipton. How old are your children?

Mrs. Jackson. One is 16, the others 12, 11, and 7. All girls.

Mr. Tipton. Can they help you during the picking season?

Mrs. Jackson. No, sir. They don't help so much. They do a little work on Saturdays, but they go to school.

Mr. Tipton. Are you planning to stay in Belle Glade now?

Mrs. Jackson. Yes.

Mr. Tipton. You are not going to go back to Georgia?

Mrs. Jackson. No, sir.

Mr. Tipton. You have a better house up in Georgia, but not as much work up there? Is that right?

Mrs. Jackson. Yes.

Mr. Tipton. Where does your husband work in the summertime?

Mrs. Jackson. To Mr. Haney's.

Mr. Tipton. What kind of work does he do for Mr. Haney?

Mrs. Jackson. In the celery, getting beds ready. That is in the summertime.

Mr. Tipton. He can get steady work in the summertime?

Mrs. JACKSON. No; not always, but some days.

Mr. TIPTON. Does he work for anybody else but Mr. Haney in the summertime?

Mrs. JACKSON. No, sir.

Mr. TIPTON. In the wintertime what does he do?

Mrs. JACKSON. He works out there harvesting celery. He mostly drives the truck.

Mr. TIPTON. Thank you very much.

TESTIMONY OF SAMUEL H. ROSENSTOCK, BELLE GLADE CANNING CO., BELLE GLADE, FLA., APRIL 25, 1942

Mr. TIPTON. Will you give your name, address, and occupation for the record?

Mr. ROSENSTOCK. Samuel H. Rosenstock, partner in the Belle Glade Canning Co., Belle Glade, Fla.

Mr. TIPTON. When was this cannery established, Mr. Rosenstock?

Mr. ROSENSTOCK. We started about the middle of November 1941.

Mr. TIPTON. Is your building program all finished now?

Mr. ROSENSTOCK. Not quite. They haven't finished the warehouse yet.

Mr. TIPTON. What is the capacity of your establishment?

Mr. ROSENSTOCK. 50,000 cases of No. 10 beans per week—50,000 cases.

Mr. TIPTON. Over how long a season do you expect to can?

Mr. ROSENSTOCK. 6 to 8 weeks in the spring and the same time in the fall.

Mr. TIPTON. So that your total capacity during a season would be something around 600,000 to 800,000?

Mr. ROSENSTOCK. I would say 600,000 to 750,000 cases.

Mr. TIPTON. Have you canned any beans yet, Mr. Rosenstock?

Mr. ROSENSTOCK. Yes; we have canned about 900 cases, trying the machinery out.

Mr. TIPTON. When do you expect to begin operations?

Mr. ROSENSTOCK. This coming week.

Mr. TIPTON. How many weeks do you expect to operate the remainder of this season?

Mr. ROSENSTOCK. On this spring deal, until about the third week in June. It depends on the rains.

Mr. TIPTON. How many employees do you expect to have on the pay roll when you begin operating?

Mr. ROSENSTOCK. When we are operating full, we will have 225 to 250.

Miss PASCAL. Will those be white or colored?

Mr. ROSENSTOCK. All white. We expect to use all white.

Miss PASCAL. About how many men and how many women?

Mr. ROSENSTOCK. I would say about 60 percent women and 40 percent men, offhand.

Miss PASCAL. Do you plan to get any of your labor from the Farm Security Administration migratory camp across the street?

Mr. ROSENSTOCK. Most of it. Very likely 90 percent of it.

Miss PASCAL. Do you think you will be able to get enough people from the camp?

Mr. ROSENSTOCK. The way I understand it, we have priority over everything else in Belle Glade because we are canning only for the Government.

CANNING ON GOVERNMENT CONTRACT

Mr. TIPTON. That's canning under Government contract for the Army?

Mr. ROSENSTOCK. Yes; for the Army.

Mr. TIPTON. All of your production, then, will go to the Government?

Mr. ROSENSTOCK. Yes; to the Government.

Miss PASCAL. How large a contract do you have?

Mr. ROSENSTOCK. We have, for the spring now, two contracts totaling 250,000 cases.

Mr. TIPTON. And have you contracts already made for next year?

Mr. ROSENSTOCK. You mean for the fall? No; the Army hasn't contracted ahead that far. I will supplement that statement. Outside of the percentage that they require from every canner, I think 26 or 28 percent, I am not sure.

Mr. TIPTON. Are you growing beans yourself for canning?

Mr. ROSENSTOCK. No; we are having acreage contracted for.

Mr. TIPTON. About how many acres?

Mr. ROSENSTOCK. About 2,400 to 2,500 acres.

Mr. TIPTON. That is for this year?

Mr. ROSENSTOCK. That is for the spring deal.

Mr. TIPTON. How many acres do you expect to contract for next year?

Mr. ROSENSTOCK. It just depends how many we can.

Miss PASCAL. Do you have any difficulty in getting acres under contract?

Mr. ROSENSTOCK. We didn't have any difficulty in getting acreage. We had difficulty getting seed. We have to go out and buy the seed for the growers down here.

Miss PASCAL. Do you find that the growers are willing to contract acreage?

Mr. ROSENSTOCK. Yes, we haven't had any trouble.

Mr. TIPTON. Are those contracts made at a specified price, ahead of time?

Mr. ROSENSTOCK. Yes, sir. We are paying them 3 cents a pound delivered to our platform as the beans come from the field. We furnish field boxes to the growers.

Mr. TIPTON. Does this 3 cents a pound amount to about 90 cents a hamper?

Mr. ROSENSTOCK. Well it does, if you count a bushel of 30 pounds, it would be 90 cents, but in reality it is worth about $1.40 for a bushel of beans sold through and over the packing houses, due to the loss of beans, dirt, leaves taken out, cost of hamper, cost of selling and cost of the packing house for running beans over their belts.

ACREAGE REQUIRED

Mr. TIPTON. So that on this basis of 90 cents—which figures out as the equivalent of $1.40 in a packing house—you have had no difficulty in getting enough acreage under contract. Can you tell us what acreage you would consider necessary to keep your plant operating at full capacity?

Mr. ROSENSTOCK. That's a hard thing to say. It depends on weather conditions to a great extent, and the way the beans would be planted. We will finish planting beans this week.

Mr. TIPTON. I had in mind, given usual weather conditions?

Mr. ROSENSTOCK. They figure a normal acreage return down here, I would say, 200 bushels to the acre. In a normal season on a 2,000 acreage it would give us about 400,000 cases at least, because a bushel of beans will make a case of canned beans. Thirty pounds of beans will give us a case of beans.

Mr. TIPTON. So that this 2,000 or 2,500 acres that you have now under contract for this year would, with a fall and a spring crop, be about the amount that it would be necessary to have?

Mr. ROSENSTOCK. In a normal season; yes. For instance, we have already had a few of our beans put in the ground when we had that frost. Then, the other day, we had high water. I guess we have lost at least 20 percent of our acreage, maybe 25 precent of our acreage, due to the abnormal rain the other day, which was as high as 14 inches, they claim, down at one of our points out where we lost all our beans, but we have our beans scattered around from above Pahokee all the way down the other side of Clewiston, and down 10 or 15 miles south of South Bay on the way to Miami.

Mr. TIPTON. How many growers do you have contracts with?

Mr. ROSENSTOCK. We have one development that takes in 600 acres. You couldn't count those as separate growers. I guess about 26 growers.

USED EMPLOYMENT SERVICE

Mr. TIPTON. In your trial run, do you recall how many people you employed?

Mr. ROSENSTOCK. Eighty-four. That wouldn't be as many as we will need, as we didn't have so many beans and we didn't have to have so many in the warehouse.

Mr. TIPTON. The figure that you gave us of 225 to 250 for the number of employees represents two shifts?

Mr. ROSENSTOCK. We will have to figure on running two shifts.

Mr. TIPTON. Did you have any difficulty for the trial run in getting sufficient people over here?

Mr. ROSENSTOCK. No.

Mr. TIPTON. Did you get those through the Employment Service representative at the camp?

Mr. ROSENSTOCK. Yes.

Mr. TIPTON. Was the help that they sent over satisfactory for your purposes?

Mr. ROSENSTOCK. Yes.

Mr. TIPTON. So that in the future you would plan to use the Employment Service and camp residents?

Mr. ROSENSTOCK. Yes; that's right.

Mr. TIPTON. Do you, at this time, anticipate any difficulty in getting sufficient help to operate the plant next year?

Mr. ROSENSTOCK. Now, that's something that is impossible to answer. I can't answer it. I couldn't answer it a month from now, or a week from now. We have two plants in Maryland and they have been asking me down here what we are going to do up there this year.

ALSO OPERATES IN MARYLAND

Mr. TIPTON. That's something I wanted to ask you about. Would you tell us what your other connections are outside of the Glades region?

Mr. ROSENSTOCK. The Frederick City Packing Co. at Frederick, Md., and Western Maryland Canning Co. at Thurmont, Md.

Miss PASCAL. And you are a partner in those?

Mr. ROSENSTOCK. The Frederick City Packing Co. is a corporation which is controlled by my wife and myself and the Western Maryland Canning Co. is controlled by the Frederick Packing Co. It has the controlling interest.

Miss PASCAL. What do you can up there?

Mr. ROSENSTOCK. We can peas, beans, and fresh white corn, fresh Golden Bantam corn, whole grain Evergreen corn, whole grain Golden corn and Shoe Peg corn.

Mr. TIPTON. Is your organization anticipating any labor shortage in that region now?

Mr. ROSENSTOCK. I would answer that I couldn't tell you. We don't know until we start. We never know till we start, but on peas, I would say, we won't because it doesn't require so awfully many people on peas, but on corn and beans, that's a different proposition naturally.

Mr. TIPTON. Have you any plans, or have you thought of the possibilities, of taking workers from here up to Maryland?

Mr. ROSENSTOCK. Five or six have been after us, when they finish here they want to come up with us in the North, and if they do we are going to take them.

Mr. TIPTON. You are not making any plans for furnishing them transportation or anything of that kind?

Mr. ROSENSTOCK. No. If they want to come up, we will be glad to give them work.

Miss PASCAL. Do you plan to can any other crops down here besides beans?

Mr. ROSENSTOCK. We haven't the faintest idea of what is going to develop. Another thing, it would be a question of tin cans whether they would allow you to pack some other things. Now, for instance, never having canned cabbage before, we couldn't can it now. They would not give us the cans. We have taken up with the War Department, and other departments, in regard to dehydration but we haven't got any place with that. We want to do a lot of work, if possible, for the Government with dehydrated vegetables.

Miss PASCAL. What other crops grown down here would be suitable for canning?

Mr. ROSENSTOCK. Potatoes. Another item that has been banned on account of cans is cabbage. Carrots.

Miss PASCAL. Peas?

Mr. ROSENSTOCK. No; I wouldn't say peas. They don't grow a pea down here that would be fit to can. They allow them to get too hard. I would say no; definitely no.

Miss PASCAL. How about tomatoes?

Mr. ROSENSTOCK. Tomatoes are all right but, on account of that storm, I don't think you would get any this year. There might be certain localities up the line farther where the tomatoes would be all right.

Miss PASCAL. Do they grow a good variety here for canning?

Mr. ROSENSTOCK. I would say not. They are a little too watery. They grow so fast they are too watery. They are not quite solid enough. You can get a fair standard tomato but you couldn't get an extra standard tomato or, at least, I have never seen any of them in Florida.

Mr. TIPTON. Was the establishment of this operation down here on the basis of wartime demands or do you have in mind a permanent peacetime canning operation in south Florida?

Mr. ROSENSTOCK. It was primarily first built to take care of Government orders only. At the end of the war we haven't any idea what's going to happen. We don't know ourselves. We don't know how long the war is going to keep up. A man that would make a prediction now would be a fool because you can't make any prediction, except day by day. I haven't any idea.

Mr. TIPTON. Now, this uncertainty that you mention might very well be true in Maryland as well as south Florida?

Mr. ROSENSTOCK. Yes; it covers the whole country.

FLORIDA AS A CANNING CENTER

Mr. TIPTON. What I would like to have is an opinion from you regarding the relative possibilities of this region for canning beans and these other things, as compared with Maryland and Ohio or other places.

Mr. ROSENSTOCK. It is just as good a section as any other in the country.

Mr. TIPTON. And produce can be grown and purchased here for canning at a price that will make canning profitable?

Mr. ROSENSTOCK. As far as I see. I think you can get more raw material down here than any section that I know of.

Miss PASCAL. If the prices you get for canned goods go back to prewar levels, would you be able to pay the prices farmers demand?

Mr. ROSENSTOCK. We couldn't pay the prices we are paying today.

Mr. TIPTON. But you couldn't pay the same in Maryland?

Mr. ROSENSTOCK. No; we couldn't either. I have seen beans on the Baltimore market as low as 15 to 25 cents a bushel.

Mr. TIPTON. How much do you expect to pay in Maryland this season?

Mr. ROSENSTOCK. I haven't the faintest idea in the world.

Mr. TIPTON. Do you suppose it will be more or less than 3 cents a pound?

Mr. ROSENSTOCK. I haven't the faintest idea. When you say 3 cents a pound, you have to figure really $1.40 to the farmer. It is the equivalent of $1.40.

Mr. TIPTON. What I am trying to do is to get a comparison between your cost on the platform here with your cost on the platform in Maryland.

Mr. Rosenstock. Well, I can only give you the experience last year. Due to the drought in Maryland last year, I think it was about the same price as we are paying today, as nearly as I can remember. With the drayage we had to pay, I think it is about the same price as today. The price this year will be governed, I would say, by weather conditions—by crop conditions.

Mr. Tipton. As a general statement, then, you would think that, aside from differing weather conditions in the two places, there wouldn't be much difference in the cost of beans?

Mr. Rosenstock. No; there shouldn't be.

Mr. Tipton. The transportation of your canned products would be greater?

Mr. Rosenstock. That's the only thing against us. In fact, I think that beans can be grown here a little cheaper than they can in Maryland and that they could possibly take the equivalent reduction in price and still make as much as the Maryland farmer and, by doing that, the little difference in the cost of beans would very likely equalize the cost in freight, the excess cost of freight, and put us virtually on a par, because after the war, you see, they will get these boat lines back in operation. And then we could put our canned goods on trucks and send them to Fort Pierce and put them on boats.

Mr. Tipton. From your experience, as a cannery operator, and from your observations down here in south Florida, do you think there is a future for the canning industry or dehydration in south Florida?

Mr. Rosenstock. I do.

HAULED BEANS TO MARYLAND

Mr. Tipton. Have you ever purchased any beans in south Florida to can in your Maryland canneries?

Mr. Rosenstock. We did, in the winter of 1941.

Mr. Tipton. About how many?

Mr. Rosenstock. I would say, for the two plants, about a hundred truck loads.

Mr. Tipton. About how many beans to a truck load?

Mr. Rosenstock. They would average about 450 baskets to a truck. Some of them averaged as much as 600.

Mr. Tipton. These beans were trucked loose?

Mr. Rosenstock. No; in hampers.

Mr. Tipton. These beans were trucked in hampers directly from Belle Glade?

Mr. Rosenstock. From Pompano and Belle Glade.

Mr. Tipton. To your canning plants in Maryland?

Mr. Rosenstock. Yes; that's right.

Miss Pascal. What prices were you paying for them?

Mr. Rosenstock. Why, we paid in the hamper anywhere from 90 cents to $1.05 and, then, we had to add freight of 40 cents a hamper for getting them up there. So, for illustration, they were getting much less than we are paying them down here because over at the packing house they had to pay for the hamper. I think last fall, they were worth 17 cents apiece. Then, about 10 cents packing charges, selling charges and then the loss that they have. If they bring, say, 200 field boxes in, that is supposed to give 400 hampers, but if they get 350 hampers they are lucky, from what they tell me. That's only hearsay. That's what the farmers tell me.

Miss PASCAL. Why did you truck them up in hampers? We saw lots of cannery beans dumped loose in trucks.

Mr. ROSENSTOCK. Where they are loose in trucks, they only had a short haul, possibly overnight. Where it takes 2 days, they would overheat. It took 2 days to truck from here to Maryland.

Miss PASCAL. And do beans truck that far satisfactorily for canning?

Mr. ROSENSTOCK. They are not as satisfactory as if they were canned right here, the day after they were picked, because the quicker you can get any vegetable in the can, the better it is.

Mr. TIPTON. Was last year the first year you bought down here and had them trucked up?

Mr. ROSENSTOCK. Yes. We were down here year before last and tried to buy some, but the price was so high we couldn't touch them.

Mr. TIPTON. Do you know whether or not other canning plants did the same thing?

Mr. ROSENSTOCK. Yes, they did. Many of them. Many beans were taken out of here for canning in the North. I would say, from what I understand, about 25 percent of the beans grown down here were taken by the canners.

FORMERLY CANNERS BOUGHT ONLY CULLS

In the past the Florida canners have bought the poorest quality of beans on the market and paid the lowest prices.

Mr. TIPTON. Do you think that may have had something to do with the fact that many farmers in this region think they can't grow beans for canning purposes?

Mr. ROSENSTOCK. You are exactly right, because they didn't want to pay any prices, because they didn't want quality beans.

Mr. TIPTON. So you feel, that by buying quality beans for a quality pack, you can pay prices that should make it profitable for farmers to grow beans for canning?

Mr. ROSENSTOCK. I do, and I think that that may also become true in the future for other crops in Florida.

WILL GET BEANS FROM WIDE AREA

Mr. TIPTON. Do you plan to get all of your beans in the Belle Glade-Pahokee district or do you think you will truck in some beans?

Mr. ROSENSTOCK. No; we are covered from Moore Haven to about 10 miles north of Canal Point.

Mr. TIPTON. But in the case of severe weather conditions in any one section——

Mr. ROSENSTOCK. We would go to the other section and pull them in.

Mr. TIPTON. By the other section you mean——

Mr. ROSENSTOCK. Pompano, Homestead. If necessary, we could pull them in from Georgia back this way.

Miss PASCAL. Have you been thinking of contracting any acreage down in the Dade County or Pompano areas to give you a supply of beans during the midseason slack here?

Mr. ROSENSTOCK. We have taken it up with several of the large growers down there, but they are gamblers at heart and just don't want to put their name on the dotted line, thinking it is a good thing, but they don't want to put it there.

Miss PASCAL. Have you had much trouble getting names on the dotted line for the contract beans around here?

Mr. ROSENSTOCK. I would say no. No; we haven't around here. We were unknown and the canning industry, from the way I understand it, has a black eye. There was a little cannery up here at Pahokee and one, possibly, at some other little point that took the farmers in for quite a bit of money, and we started under a handicap. They didn't know us but we have all the farmers coming to us. We didn't know any of them outside of one operation where they put out about 600 or 800 acres. We did know them.

Mr. TIPTON. Thank you for this information, Mr. Rosenstock.

TESTIMONY OF NORMAN HALL (NEGRO), BELLE GLADE, FLA. APRIL 26, 1942

Mr. TIPTON. Will you give your name and your address?

Mr. HALL. Norman Hall, Belle Glade, Fla.

Mr. TIPTON. Do you live here in Belle Glade?

Mr. HALL. Yes, sir.

Mr. TIPTON. Do you have a house of your own or do you rent?

Mr. HALL. I have a house of my own.

Mr. TIPTON. Do you live in it with your family?

Mr. HALL. I got a couple of houses.

Mr. TIPTON. You rent out one?

Mr. HALL. Yes.

Mr. TIPTON. And live in the other?

Mr. HALL. Yes.

Mr. TIPTON. Does anybody else live in the house that you live in, or just you and your family?

Mr. HALL. No one else.

Mr. TIPTON. How many live in the other house?

Mr. HALL. Ten families.

Mr. TIPTON. What kind of work do you do, Mr. Hall?

Mr. HALL. I haul for different people. I have a truck. Contract field work, beans, potatoes, just anything on the farm.

Mr. TIPTON. You say that you contract?

Mr. HALL. Yes, sir.

Mr. TIPTON. Do your men work directly for you?

Mr. HALL. Yes; those I hire work directly for me. Here in Belle Glade, I don't work over four.

Mr. TIPTON. They drive your truck?

Mr. HALL. Sometimes they do.

Mr. TIPTON. What do they do the rest of the time?

Mr. HALL. Head beans, tote them out.

Mr. TIPTON. What do you mean by heading beans?

Mr. HALL. Put the covers on them.

Mr. TIPTON. Do you have anyone else working for you in beans?

Mr. HALL. No, sir. Four is the highest I have.

Mr. TIPTON. Then you hire out your truck and these four men to growers who want their beans harvested?

Mr. Hall. The way I does it, I take the contract to head those beans and tote those beans to the station or to the packing house, or where those beans go at. I head them in the field, load them on the truck, and take them to the station or the packing house and they pays me so much a hamper.

Miss Pascal. Aren't a good many of the beans just put in field boxes in the field and packed in hampers at the packing house?

Mr. Hall. Yes, ma'am; but very seldom I handle that kind, all the same beans but they usually head them in the field.

Miss Pascal. You handle the beans that are packed ready for shipping in the field?

Mr. Hall. Yes; in the field.

Mr. Tipton. Do many growers have their beans packed in the field?

Mr. Hall. Not too many of them; most of them packing them at the packing house.

Mr. Tipton. Are most of the growers who pack in the field small growers?

Mr. Hall. That's right, small growers; yes, sir.

Mr. Tipton. They don't send their beans to the packing house?

Mr. Hall. No, sir.

Mr. Tipton. Do you have anything at all to do with picking beans?

Mr. Hall. No, sir.

Mr. Tipton. Do you ever get pickers for the growers?

Mr. Hall. Yes; I get pickers for them.

Mr. Tipton. Do you have a crew that works with you every day for picking?

Mr. Hall. No, sir. I just goes up on the corner, where they load, every morning and get a truck load of pickers there and take them to the field.

Miss Pascal. When you get pickers at the corner you are getting them for the farmer that you head and haul for?

Mr. Hall. That's right.

Miss Pascal. But you don't pay those pickers?

Mr. Hall. No, ma'am; he pays the pickers.

Miss Pascal. You say that you get the pickers at the corner?

Mr. Hall. Yes, sir.

Miss Pascal. Where is this corner?

Mr. Hall. Well, the only thing I could tell you is it's up the street here in Belle Glade and all the trucks park up there in the morning.

Miss Pascal. How many trucks are there in the morning?

Mr. Hall. From 10 to 60. That's the way it runs and 7 o'clock we load. When the police blow the whistle, they get on any truck they want to.

Miss Pascal. You can't start loading a truck until 7 o'clock, when the police whistle blows?

Mr. Hall. Seven o'clock when the whistle blows, we load.

Mr. Tipton. Is there ever any competition down at the corner between one truck and another to get loaded when there are not enough workers?

Mr. Hall. Some of them never get loaded out and some of them get a half a load. Some get four or five on a truck.

Mr. Tipton. Do they start bidding against each other?

Mr. Hall. Sometimes. Some will pay 35, some 25, some 40 cents, and this season they have paid as high as 50 cents, which is according to the beans.

Mr. Tipton. Was there more bidding this year?

Mr. Hall. Yes, sir.

Mr. Tipton. Higher wages this year than before?

Mr. Hall. Yes, sir. I don't know exactly. The pickers is not exactly scarce because more people here this year it seems to me, more here this season than before. There were more beans this season, didn't have no bad weather, no freezing.

Mr. Tipton. Do you contract anything besides beans?

Mr. Hall. That's all I contract here.

Mr. Tipton. How much a hamper do you get for heading and trucking?

Mr. Hall. Ten cents.

Mr. Tipton. And you truck those wherever the grower makes his arrangements to sell them?

Mr. Hall. Yes.

Mr. Tipton. Now, you said a moment ago that beans were all you contracted here?

Mr. Hall. Yes, sir.

Mr. Tipton. Do you contract some place else?

Mr. Hall. Yes, I leave here around the 15th of May and I go to South Carolina.

Mr. Tipton. What part of South Carolina?

Mr. Hall. I go out from Charleston 18 miles to Wadlow Island. I don't contract there; I only haul there, out to the field.

Mr. Tipton. What crop is that, potatoes?

Mr. Hall. Yes, sir.

Mr. Tipton. Where do you go from there?

Mr. Hall. I goes to North Carolina and I hauls there. I don't contract there.

Mr. Tipton. What part of North Carolina?

Mr. Hall. Up around Bayboro, Vandemere.

Miss Pascal. What crop do you haul there?

Mr. Hall. Potatoes.

Miss Pascal. And then from North Carolina?

Mr. Hall. Virginia.

Miss Pascal. What do you do there?

Mr. Hall. I contract there.

Miss Pascal. In what crop?

Mr. Hall. Potatoes, but I don't do any hauling. I only contract the grading, but we don't have a wash house. We just have a grader.

Mr. Tipton. How long are you there?

Mr. Hall. Thirty days.

Mr. Tipton. From there, where do you go?

Mr. Hall. I goes to Pocomoke, Md.

Mr. Tipton. What's going on there?

Mr. Hall. I haul beans and tomatoes.

Mr. Tipton. Do you do any contracting there?

Mr. Hall. No, sir. I don't do any contracting there.

Mr. Tipton. How long does that last?

Mr. Hall. Well, I only stay there 2 weeks, for I go from there to the canning house. I go to Newark, Del.

Mr. TIPTON. What do they can at Newark?

Mr. HALL. Tomatoes and peas and corn.

Mr. TIPTON. What do you do there?

Mr. HALL. I run the washer there. I wash tomatoes. I just work there. I don't use the truck at all.

Mr. TIPTON. How long are you at Newark?

Mr. HALL. I stay there about 3 months.

Mr. TIPTON. Until what date do you stay there?

Mr. HALL. To the 20th of October, and then I leave there and I come back to Florida and start all over again.

Miss PASCAL. How many years have you been going on this route?

Mr. HALL. Ever since 1936, regularly every summer.

Miss PASCAL. Have you been working for the same people?

Mr. HALL. The same people in Delaware, the Phillips Canning Co. Of course, I worked for them 4 years in Cambridge, Md., same people, but I quit going there and go to Delaware.

Miss PASCAL. What are you planning to do this summer? The same thing?

Mr. HALL. Yes.

HAULS WORKERS NORTH

Miss PASCAL. Are you going to take up a load of workers?

Mr. HALL. Yes. I usually take a load of hands right from here.

Miss PASCAL. How are the tires on your truck?

Mr. HALL. I got good tires. I looked out for them before the tire rationing came on.

Mr. TIPTON. How many hands do you take up from here?

Mr. HALL. Thirty-three.

Mr. TIPTON. You take those to South Carolina?

Mr. HALL. Yes, sir.

Mr. TIPTON. And then do you take them on with you from there?

Mr. HALL. All the way up. The same 33. Sometimes some of them leave and some more Florida people will get with me.

Mr. TIPTON. So that on the rounds you usually have about 33 people with you?

Mr. HALL. Yes, sir.

Mr. TIPTON. How big is your truck?

Mr. HALL. It is a ton and a half Chevrolet truck.

Mr. TIPTON. How do you fix it up for hauling the people from one place to another?

Mr. HALL. I put 3 seats in there, and those seats will set about 10 apiece. Before I put my seat in, I put tarpaulin along the sides to keep the wind off, and overhead so if it rains it don't get wet, and those seats will set about 10 apiece, which will be 30, and 3 can go in the cab.

Miss PASCAL. How long is the trip up to your first stop?

Mr. HALL. Around 700 miles.

Miss PASCAL. Do you stop overnight any place or do you go right straight on?

Mr. HALL. No, I go right straight on. Just stop to eat, that's all.

Miss PASCAL. How many hours does it usually take you to go to South Carolina?

Mr. HALL. About 20 or 25 hours.

TRANSPORTATION COST

Miss PASCAL. Do you charge these people to take them up?

Mr. HALL. Yes, sir.

Miss PASCAL. How much do you charge?

Mr. HALL. $3 from here to South Carolina.

Miss PASCAL. Then how much from South Carolina to Delaware?

Mr. HALL. $1.50 from South Carolina to North Carolina, $2 from North Carolina to Virginia, 50 cents from Virginia to Maryland.

Miss PASCAL. And then when you come back to Florida in the fall, how much do you charge from Delaware to Florida?

Mr. HALL. I charge $5. It is cheaper coming back. You don't have all that stop to make.

Miss PASCAL. Thank you.

TESTIMONY OF BRYAN M'LENDON, BELLE GLADE, FLA., APRIL 27, 1942

Mr. TIPTON. Will you give your name and address for the record?

Mr. McLENDON. My name is Bryan McLendon, Belle Glade, Fla., post office box 444.

Mr. TIPTON. Your occupation?

Mr. McLENDON. I guess you would call it harvester. You see, what I do is pick and harvest. I don't know just how you would put it down, picking and hauling perishable produce down in this section, potatoes, and so forth, potatoes, beans, cabbage, lettuce, escarole, whatever happens to be on the farm.

Mr. TIPTON. You are not a grower yourself?

Mr. McLENDON. No.

Mr. TIPTON. What sort of arrangements do you make with growers for harvesting?

Mr. McLENDON. The way we do that is picking cost, plus. In other words, it is a cost-plus propostion. They pay us so much a hamper for picking it plus what it costs to pick.

Mr. TIPTON. Do you have your own trucks and transport the produce to the packing sheds?

Mr. McLENDON. Packing houses? Yes.

Mr. TIPTON. But the actual picking cost per hamper is paid by the grower—to you, then you pay the picking help, and there is an additional amount you receive for supervising; is that right?

Mr. McLENDON. That's right.

PICKING RATES

Mr. TIPTON. What have the picking rates been this year?

Mr. McLENDON. That runs per hamper. It depends on the quality of the stuff, you know. They try to have a scale of approximately 20 cents. This year, I would say, 25 cents for the first picking and then it varies from 30 to 35 and as high as 40 cents for the second and third pickings.

Mr. TIPTON. Are the rates higher this year than last year?

Mr. McLENDON. I would say about a nickel higher than last year.

Mr. TIPTON. What charge do you make for the hauling and supervising?

Mr. McLendon. Eight cents a hamper.

Miss Pascal. What are the highest picking rates you have had to pay this year?

Mr. McLendon. Forty-five cents, I think.

Miss Pascal. How often have you gone that high?

Mr. McLendon. Just once, a poor patch, poor quality stuff.

Miss Pascal. Is there a generally recognized picking rate for, say a good first picking, a second picking, and so on?

Mr. McLendon. I think 30 cents is the rate now for first picking.

Mr. Tipton. And it is higher for second and third pickings?

Mr. McLendon. Yes; it generally raises a nickel each time you pick.

Mr. Tipton. After the first picking, how long a time elapses between the first and second?

Mr. McLendon. Four days.

Mr. Tipton. And then how long before the third?

Mr. McLendon. About the same.

Miss Pascal. Are beans ever left unpicked in the fields?

Mr. McLendon. Now, that depends on the scarcity of labor, rain, bad weather. The price, of course, has got something to do with that. If they are not worth picking, they don't pick them.

Mr. Tipton. In your experience, do you know of any cases in which the first picking, which as I understand it is the best, has been left in the field?

Mr. McLendon. Yes; there has been a lot of it at different times, different years. I haven't seen any of it this year.

Mr. Tipton. What is the chief reason for leaving beans in the field?

Mr. McLendon. Poor markets.

Mr. Tipton. But that has not happened this year?

Mr. McLendon. I don't believe so. I haven't heard of any of it.

Mr. Tipton. Do most growers pick their fields three times?

Mr. McLendon. Very seldom.

Mr. Tipton. About twice?

Mr. McLendon. About twice, I would say, would be an average. A good many years they only pick it one time. Depends on the year, the amount of acreage, and what the market is.

Mr. Tipton. How many acres here in this region do you usually contract?

Mr. McLendon. I would say around 1,200 acres on the job we are working on now.

Mr. Tipton. Does that acreage belong to one grower or several growers?

Mr. McLendon. Several different growers.

Mr. Tipton. And is that about the number of acres you handle every year?

Mr. McLendon. No; that varies. There is no set number. It would vary from one year to the other. It just depends. With three or four growers, it would depend on what they planted.

Mr. Tipton. You don't work for the same growers every year?

Mr. McLendon. No; not necessarily.

Mr. Tipton. Do you have a regular crew that you hire all year round?

Mr. McLendon. No regular men at all. It all works with the season. If I work a week, I hire a crew for a week. If 6 months, I try to hire a crew all the time. In this migratory labor you never have a crew that you can depend on. You may work them a week and maybe he is with someone else the next week. You know how it is.

Mr. Tipton. So you depend, I suppose, on picking up your crew, day by day, down in the quarters? Do you get any from the migratory camp?

Mr. McLendon. I have used some from out there, but I haven't been in there this year to haul any out. They volunteer to come out themselves to the field. Most of them have cars and drive out there.

Mr. Tipton. Have you used the farm placement man with the Employment Service at all?

Mr. McLendon. I haven't.

HIRES AS MANY AS 500 PICKERS

Mr. Tipton. How many hands do you use in your operations on a peak day?

Mr. McLendon. I would say as high as 500. That's the top probably.

Mr. Tipton. Can you give us an idea of what the average crew would be, during the course of the bean season?

Mr. McLendon. I have no way in the world of estimating.

Mr. Tipton. So that one day you might have as few as a dozen or up to as many as 500?

Mr. McLendon. Yes.

ALSO CONTRACTS IN NEW JERSEY

Mr. Tipton. Do you operate in any other areas besides Belle Glade?

Mr. McLendon. I go up to New Jersey in the summer.

Mr. Tipton. When do you leave for New Jersey?

Mr. McLendon. July, along the middle of July.

Mr. Tipton. To what part of New Jersey do you go?

Mr. McLendon. Hightstown, N. J.

Mr. Tipton. What crops do you work in up there?

Mr. McLendon. Potatoes and tomatoes.

Mr. Tipton. Do you handle them on a crop contract basis as you do here?

Mr. McLendon. Practically the same.

Miss Pascal. Do you take any workers up there with you?

Mr. McLendon. I take them all with me. I take them right with me.

Miss Pascal. About how many workers do you take with you?

Mr. McLendon. I would say 75 or 100, depending on the job. You always take more than you use because you lose part of them after you get there. They drift around. You never use as many as you carry, as a rule.

Miss Pascal. Is Hightstown, N. J., the only place you operate?

Mr. McLendon. Yes.

Miss Pascal. How long do you stay up there?

Mr. McLendon. About 2 months.

Miss Pascal. Then you come directly back to Florida?

Mr. McLendon. Yes.

Miss Pascal. So that you are back here before the bean season starts in the fall?

Mr. McLendon. Yes. This year I am going to stop in North Carolina for a month to harvest the potatoes.

Miss Pascal. Where?

Mr. McLendon. Elizabeth City, right near there.

Mr. Tipton. How did you happen to make arrangements to stop there?

Mr. McLendon. They needed the labor there and wanted the work.

Mr. Tipton. Did they send a man down here?

Mr. McLendon. No; I was up there.

Mr. Tipton. On your last trip up North, you made arrangements for this year?

Mr. McLendon. Yes.

Mr. Tipton. Do you expect this stop in North Carolina to become a permanent arrangement?

Mr. McLendon. I would think so if it works out satisfactorily.

Mr. Tipton. And that will be on the same contracting basis?

Mr. McLendon. Yes.

Miss Pascal. In New Jersey, is your contract work paid by the piece in potatoes and tomatoes?

Mr. McLendon. Pay so much a sack.

Mr. Tipton. How about tomatoes?

Mr. McLendon. Practically the same, so much a basket.

Mr. Tipton. You said that down here you pick up your crew from the quarters every day and then when you get ready to go north you take a crew gathered here. Are some of them people who have been working for you a good part of the winter and some people you just pick up?

Mr. McLendon. Well, I always try to get a crew together that I know has been with me off and on. It makes a more desirable crew.

Miss Pascal. What kind of living arrangements do they make for your crew up in New Jersey?

Mr. McLendon. They just have houses on the farm. Last year we had a big two-story building right at the edge of the farm. They stayed there. Some stayed in the barn. I understand this year he is building quarters up over his barn. He was down this year and told me what he was going to do.

Miss Pascal. Do you take up just single men or do you take families?

Mr. McLendon. No; I take up any kind that want to work, families—men and their wives and children.

Mr. Tipton. Do you charge them or do they contribute to the cost of transportation?

Mr. McLendon. Sometimes they don't contribute anything. Last year they didn't pay anything. Previous years, some years I have carried them up and just figured the expense of the trip and each one pays his equal part after they get up there, if you can catch him when it comes time to pay off. We try to make it that way. We never make any set fee or anything of the kind.

Miss Pascal. What are the expenses for each of the people—on an average?

Mr. McLendon. I would say, offhand, $2 apiece, depending on how many you carry, how many trucks. That's up to Jersey.

Miss Pascal. How many trucks do you usually run up there?

Mr. McLendon. About two to four.

BELLE GLADE LABOR MARKET

Miss Pascal. On days when you want to gather up a crew down here in the quarters, what time do you take your trucks down?

Mr. McLendon. About 7 in the morning.

Miss Pascal. Do they let you load up before 7?

Mr. McLendon. Well, I think they have tried to make a ruling here everybody loads out about 7 o'clock.

Mr. Tipton. How many trucks usually go down there?

Mr. McLendon. Well, of course, the variation of the trucks might be 10 this morning and 50 another morning.

Mr. Tipton. What's the most you have ever seen?

Mr. McLendon. I don't know because I wouldn't go round and count them. I think 50 sometimes. I have seen that many, probably more.

Miss Pascal. How do they decide on the prices to be paid that day?

Mr. McLendon. Everyone knows the price of picking before they go down there.

Mr. Tipton. How do the hands decide which truck they are going to go on?

Mr. McLendon. They pick their men. If they like me, they will probably go tomorrow. If he goes out and I make him mad and he don't like the lay-out, he will probably go with someone else tomorrow. He figures the quality of the beans, whether it is first or second picking. He might want to go into first, naturally he would, and some of them might think they make more in the second picking, and there are different varieties of beans they prefer. It depends a good deal on what kind of beans you have, how well you know them, and so on.

Miss Pascal. Is there usually a certain price that all of the trucks offer?

Mr. McLendon. I say there is always a fixed price. They try to pay the same, everybody on the first, second, and so forth.

Miss Pascal. Do they always hold to that?

Mr. McLendon. You know how that would work out. Someone a little short of pickers is liable to boost the price in order to get pickers. That's the way farmers are working all over the country now. They never work together. They are not very cooperative.

Miss Pascal. Why would one farmer be so afraid of not getting a load that he would have to raise the price?

Mr. McLendon. Well, there could be various reasons for that. He could not be very well known or know where his field was, the Negroes might not know him or where his field was. It might be he was one of these the Negroes call "busting the hamper." Of course, that's exaggerated. I am just using this slang word for the expression. In other words, they think the farmer puts too many beans in the hamper, that they have to pick too many. It is not that they put in too many beans but they don't like to fill up the hamper. We have a lot of trouble getting them to fill up the hamper, to put enough beans in them. They go by the weight, you know, so much weight per hamper, and it's hard to make them get that weight in there.

Mr. Tipton. Do you have any idea as to what the labor supply will be like next season?

Mr. McLendon. Well, the only difference would be, I would say, it would depend on how many they draft and take out of here. Labor always comes down here in the South in the wintertime and works right back to the North again.

Mr. Tipton. Does much of the labor that comes down here go up either to New Jersey or to Michigan or some other northern State in the summer?

Mr. McLendon. Practically all of it.

Mr. Tipton. Are there many people who have cotton farms in Georgia and go back to the cotton farms in the summer?

Mr. McLendon. I think those cotton farmers have a crew pretty well all of the time. I think they stay pretty well all the year round. Some drive in, of course, down here from other sections but I think that's more of a stable crew. They have about the same families on the farm mostly. That's my observation. I was never very intimate with the cotton-growing situation because I was never interested in it.

Miss Pascal. Where do you come from?

Mr. McLendon. I am a native of Florida.

EXTENT OF HARVEST CONTRACTING

Miss Pascal. Do you have any idea of about how many other people here do harvest contracting?

Mr. McLendon. No; I don't. I don't know how many.

Miss Pascal. Is much contracting done?

Mr. McLendon. I think practically—not all, but the biggest part of it is harvested that way in this section.

Mr. Tipton. And practically all of the big growers harvest in that fashion?

Mr. McLendon. I think so; yes.

Mr. Tipton. How about the smaller growers?

Mr. McLendon. Well, some of the smaller ones harvest their own stuff, but I would say that the biggest percentage of them, even, have someone else take it for them.

Mr. Tipton. Is that true of beans?

Mr. McLendon. That is what I was talking about—beans.

Mr. Tipton. How about potatoes?

Mr. McLendon. I don't believe that there are as many of the potatoes harvested that way. I think the farmers mostly harvest them themselves, but there are a good many potatoes harvested that way.

Mr. Tipton. How about celery?

Mr. McLendon. The farmers practically do all that themselves with their own crew.

Mr. Tipton. Are there any other crops harvested this way? Cabbage?

Mr. McLendon. I would say cabbage and peas—that's the biggest crop that would be harvested.

Mr. Tipton. I think you said that you harvested some escarole and other vegetables?

Mr. McLendon. They don't grow as extensively as the beans and cabbage. That is the biggest part of ours—beans and cabbage.

WORKERS FROM GROWERS' QUARTERS

Miss PASCAL. When you are picking a crop for a grower who has some people in his own quarters, do you usually use them or does he ordinarily need them for his regular field work?

Mr. McLENDON. If he needs them for his field, he uses, of course, what he needs. but if there is any surplus, we use them.

Miss PASCAL. You take them for your crew?

Mr. McLENDON. They go to the field and work the same as the other Negroes and you sort of supervise them. We have to do this, of course, check the beans and so on.

Mr. TIPTON. And then he pays you for their work and you pay them?

Mr. McLENDON. Yes; that's right, pay them by the hamper, whatever the rate is. In other words, we act, you might say, as an agent for the farmer. We go out and supervise the field, put the labor in the field and he pays us so much for our efforts, trucks, and so forth, and we naturally pay off the help for him.

Mr. TIPTON. You say, I believe, that you pick up help in the quarters at 7 o'clock. Can you pick beans that early.?

Mr. McLENDON. I would say not earlier than 8 o'clock. Now, canneries, they can use it picked a little earlier because they have to wash it anyway before they can, but the stuff that goes on the market has to be thoroughly dry before you can pick it, so that, of course, depends on the weather, how quick the field dries, with regard to when you can pick.

Mr. TIPTON. And how long is it before the field is dry enough?

Mr. McLENDON. You wait a lot of times until noon.

Mr. TIPTON. What does the help do after you get them out to the field?

Mr. McLENDON. Just sit there and wait, get their breakfast. You know, they generally have a sandwich wagon that supply drinks, sandwiches, water, and so forth. They run that among themselves, but a lot of them depend on getting breakfast out there. They lay around that wagon and eat and drink, and so forth. Just general routine. They might be playing poker, blackjack, I don't know. I don't pay any attention to that. The native Negro does that wherever he is, you know.

Miss PASCAL. Are there other crops that you can't start picking early in the morning, but have to wait until they are dry?

Mr. McLENDON. No; I think that only applies to beans. Potatoes and other leaf stuff it doesn't make any difference.

LABOR TRANSPORTATION DIFFICULTIES

Miss PASCAL. Have you ever had any difficulty with regard to getting your workers down to south Florida or getting them back from south Florida up to New Jersey?

Mr. McLENDON. Not any special difficulty any more than—I know the first year I went up there they almost restricted me from stopping in town with the labor and that year they jumped me again in that I couldn't transport them in trucks. Some city officers stopped me, inspected my license, trying to find something they could squawk about.

Mr. TIPTON. Where was this?

Mr. McLendon. Hightstown. The only thing he could get on us, one of the drivers had lost his driver's license before he left here and put in for a duplicate but I got away before he got it. In fact, he didn't know he had lost it but they picked him up and find him $7.50 because he didn't have it, and he had wired Tallahassee—I sent the wire for him—and he got a statement with the driver's license number verified, and that it had been issued to him on such a date, number, and so forth, everything they needed, but still that didn't have any bearing on the fine. They still fined him. And there was some sort of a labor organization or something. I never could figure out just what they were. They ran an office in Trenton and this little fellow was apparently out to solicit labor for different farmers. Instead of him going out and coming down here or wiring or getting some information as to where he could get labor, he jumps out on my labor and he went so far as to get a couple of the troopers to go out to the camp, and they questioned all of the laborers trying to find out just how they got there, how much they paid to get there, and so forth, and the only thing I could see that he was doing, apparently, instead of trying to get labor in there, he was just out trying to hire my labor and take it somewhere else. Get where labor was easy to get and give someone else the labor. I couldn't see that he was really getting ahead anywhere. I think his intention was all right but he went at it in the wrong way.

Miss Pascal. You mean, it seemed as though he was trying to scare your workers away from you so he could hire them?

Mr. McLendon. Trying to get something on me, it looked like. I don't even remember his name. He was under the impression—I tell you what, they are all under the impression that us fellows that work this labor and transport it, they think we make a lot of money out of it. They think it is a racket in hauling labor and getting the money. I went to work with one man and he asked me what my percentage would be. He was under the impression that I got a certain percent of the Negroes' labor that worked out. I never did that in my life. Never thought about it, but that goes to show the ideas they have up there about labor. They think if I take 100 men up there and someone else hires them, those people pay me so much of those wages. They have never done that and I don't think anyone has done it, but it shows the impression of labor they have up there.

Mr. Tipton. Were you ever stopped by law officers any place on your trip?

Mr. McLendon. No; that was the only place I was ever molested and that was after I was practically on the farm. I think, more or less, the officials there wanted to get something out of it or something, the road-control men, the troopers they call them up there. Very nice fellows. Never had any trouble with them. They work with us pretty good, but it is usually the cities, and then I have heard a lot of fellows say they have been stopped on the road and all that sort of stuff, but I have never run into that, but there is different places you go into where there are restrictions where they won't let you load labor and take it out.

Mr. Tipton. Where do you find that?

Mr. McLendon. I heard it was in Delaware and on the east coast down here in Florida. Of course, I don't think that's anything that would be of any importance to the record. That is more or less the district that it is in. They probably need labor there and don't want you to haul it away because they want to use it.

Mr. TIPTON. How many men in the same line of business that you are in down here also operate up in the North?

Mr. McLENDON. I couldn't tell you. I don't know that.

Mr. TIPTON. There are others?

Mr. McLENDON. Yes. I have met several in my rounds in this country, every year, harvest potatoes, crops, and stuff like that.

Miss PASCAL. How many years have you been working North in the summers?

Mr. McLENDON. About five summers.

Mr. TIPTON. Thank you very much, Mr. McLendon.

TESTIMONY OF JACOB M'MILLAN, CAMP OSCEOLA, FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP, BELLE GLADE, FLA., APRIL 25, 1942

Mr. TIPTON. Will you give the reporter your name and address?

Mr. McMILLAN. Jacob McMillan, Belle Glade, Fla., Box 612.

Miss PASCAL. You live in the camp and you are a member of the camp council?

Mr. McMILLAN. Yes.

Miss PASCAL. How long have you lived in this camp?

Mr. McMILLAN. I been here for 2 years.

Mr. TIPTON. Do you mean all year round?

Mr. McMILLAN. No, sir; I was away about 3 months last year in the summer.

Mr. TIPTON. Where were you in the summer?

Mr. McMILLAN. I was in New Jersey.

Mr. TIPTON. Are you originally from New Jersey?

Mr. McMILLAN. No, sir; I was born and raised in Georgia.

Mr. TIPTON. Did you farm in Georgia?

Mr. McMILLAN. Yes, sir.

Mr. TIPTON. For yourself? Did you own your land?

Mr. McMILLAN. Yes, sir.

Mr. TIPTON. How many acres?

Mr. McMILLAN. I had 75 acres in cultivation.

Mr. TIPTON. Were you growing cotton?

Mr. McMILLAN. Cotton, corn, peanuts, and tobacco.

Mr. TIPTON. How long ago did you leave Georgia?

Mr. McMILLAN. I left in 1931.

Mr. TIPTON. How did you happen to leave?

Mr. McMILLAN. I just had to leave, like a lot of them. I went broke, everything went to the bottom and I had to get away.

Mr. TIPTON. Where did you go when you left?

Mr. McMILLAN. I came to Arcadia, Fla., and went to work in the Nocatee Crate Co.

Mr. TIPTON. How long did you work there?

Mr. McMILLAN. I worked there 7 years.

Mr. TIPTON. That was until 1938? And then where did you go?

Mr. McMILLAN. I have been here ever since.

Mr. TIPTON. Do you mean in Belle Glade?

Mr. McMillan. Here and other places too. I went up to New Jersey last year.

Mr. Tipton. Had you ever gone to New Jersey before?

Mr. McMillan. Not before.

Mr. Tipton. That was your first trip? Why did you go to New Jersey?

Mr. McMillan. There was a man going there. He said he had a lot of potatoes and tomatoes he had contracted to harvest, and he had me go up there to help.

Mr. Tipton. Was he a contractor here in Belle Glade?

Mr. McMillan. Yes; he is contracting here now.

Mr. Tipton. What's his name?

Mr. McMillan. Red McLendon.

Mr. Tipton. Does he contract here every year?

Mr. McMillan. Yes; and then moves up and goes back up there picking tomatoes and potatoes.

Mr. Tipton. Did he take many other people?

Mr. McMillan. Quite a bunch.

Mr. Tipton. Do you have any idea how many?

Mr. McMillan. I expect 80.

Mr. Tipton. How long were you up in New Jersey?

Mr. McMillan. We went up there the 11th of July and came back the 1st of October.

Mr. Tipton. Did you find that a profitable move?

Mr. McMillan. Well, I think I did. We never drew less than $68 to $127 a week. Just my family, of course; I have a pretty large family, six of us to work.

Mr. Tipton. How many altogether in your family?

Mr. McMillan. Thirteen.

Mr. Tipton. That's 11 children?

Mr. McMillan. Yes.

Mr. Tipton. Do you plan to go back to New Jersey this year?

Mr. McMillan. Yes, sir.

TRANSPORTATION

Miss Pascal. How did you get up to New Jersey? Did Mr. McLendon furnish transportation?

Mr. McMillan. Yes; he carried us up in trucks.

Mr. Tipton. Have you your own car?

Mr. McMillan. Yes; I have my own car now; so if I went again I would go in my own car.

Mr. Tipton. How are your tires?

Mr. McMillan. I got pretty fair tires, except one. Three good tires and two sorry ones.

Miss Pascal. You think you could make it up to New Jersey and back?

Mr. McMillan. Yes; I believe I could, like it stands right now.

Miss Pascal. If they start rationing gas and only give you 5 gallons or so per week, it would be a little hard to get up to Jersey?

Mr. McMillan. I don't think I would get very far if I had to burn out 5 gallons and stop until the next week comes.

Mr. Tipton. Do you know whether or not Mr. McLendon is planning on taking people up in his trucks this year?

Mr. McMillan. Yes, sir; he is planning on going back.

Mr. Tipton. So he will get some people up there even though they can't go in their own cars?

Mrs. McMillan. That will be so. He will take a lot up that couldn't go in their own cars.

Mr. Tipton. Do you suppose that any of those people will leave their cars here and go in his trucks?

Mr. McMillan. They did last year.

Mr. Tipton. What kind of truck does he run up there?

Mr. McMillan. An International and a Ford.

Mr. Tipton. How many people can he take in a trip?

Mr. McMillan. He can take 20 or 25 in a truck, building high bodies to them and big seats around.

Miss Pascal. I suppose they leave their cars here because it costs them less to go up on the truck?

Mr. McMillan. It doesn't cost anything to go up with him.

Miss Pascal. He takes them free of charge?

Mr. McMillan. Yes.

Miss Pascal. How long does it take to get up there?

Mr. McMillan. Three days.

Mr. Tipton. Did you ever farm down here?

Mr. McMillan. Never; no, sir.

Mr. Tipton. You have always worked in bean-packing houses?

Mr. McMillan. Yes.

Mr. Tipton. What do you do in the packing houses?

Mr. McMillan. Catching beans, spreading beans, trucking beans, and I am night watchman down there now.

Mr. Tipton. Thank you.

TESTIMONY OF WILLIAM YEARBY (NEGRO), BELLE GLADE, FLA., APRIL 26, 1942

Mr. Tipton. Will you give your name and address for the record?

Mr. Yearby. William Yearby, Belle Glade, Fla., General Delivery.

Mr. Tipton. How long have you lived down here in Belle Glade?

Mr. Yearby. Since 1933.

Mr. Tipton. Do you live here all the year round or just in the winter?

Mr. Yearby. Most of the time I live here and then sometimes I go up to New York State.

Mr. Tipton. During the summer?

Mr. Yearby. Yes.

Miss Pascal. What sort of work do you do here?

Mr. Yearby. Work on the farm.

Miss Pascal. What kind of farm work?

Mr. Yearby. Bean farm, something like that. Sometimes drive tractors and cultivate, all of that.

Miss Pascal. Where do you go during the summer?

Mr. Yearby. I been going to Long Island at Riverhead, but last summer I went just about 36 miles from Syracuse, N. Y., a little place called Bouckville.

Mr. Tipton. What kind of work do you do up in Long Island?

Mr. Yearby. Potatoes and cauliflower.

Mr. Tipton. And what kind of work do they have up near Syracuse?

Mr. Yearby. Beans, picking beans.

Mr. Tipton. Did you ever work in celery in New York.

Mr. Yearby. Never did. And cabbage was too late. Had to come back down. It was getting cold.

Mr. Tipton. You wanted to get back down to Florida for the winter?

Mr. Yearby. Sure.

Mr. Tipton. How many months of the year do you usually spend up there?

Mr. Yearby. In New York State? Around 3 or 4.

Mr. Tipton. When do you leave here?

Mr. Yearby. Summertime, June. Coming back in October or some time in November.

Mr. Tipton. What kind of work did you do in potatoes in Long Island and what kind in beans over by Syracuse?

Mr. Yearby. Picking potatoes in Long Island and loading potatoes, and up-State New York it was picking beans mostly.

Miss Pascal. How many years have you gone up there?

Mr. Yearby. About 4 at least.

Miss Pascal. Do you usually work for the same people in Long Island and up-State?

Mr. Yearby. I worked for one man 2 years and then he lost his farm and then I worked for another, and another—that's three—and then I went up-State New York and worked for another fellow up in the State.

Mr. Tipton. Did you go to New York last year?

Mr. Yearby. Sure.

Mr. Tipton. So that every year for the last 4 years you have been in Florida in the wintertime and gone to New York in the summertime?

Mr. Yearby. Sure.

Miss Pascal. What are you planning to do this summer?

Mr. Yearby. If I get work I want to stay here. If I can't, I will go back up.

Miss Pascal. What do you think are the chances for getting work over the summer here?

Mr. Yearby. I haven't reached any conclusion. I really don't know, but I am working for Mr. H. C. Worthen and he might have some work to do. If he does I intend to stay down. If not, I intend to go back up.

Mr. Tipton. If he has any work this summer, what will it be?

Mr. Yearby. Something like mole drilling, driving a tractor, or something similar to that.

Miss Pascal. About how many acres does he have on his farm?

Mr. Yearby. They have 100 acres in one place, 55 in one, and 160 in one, and 60 in one at least.

Miss Pascal. How many people does he usually keep working over the summer?

Mr. Yearby. About four.

Mr. Tipton. Where are you from originally?

Mr. Yearby. Quitman, Ga.

Mr. Tipton. When did you leave there?

Mr. Yearby. 1922.

Mr. Tipton. And where did you go from there?

Mr. YEARBY. Jacksonville, Fla. I have been in Florida 20 years.

Mr. TIPTON. And from Jacksonville?

Mr. YEARBY. Vero Beach. From Vero Beach to Pompano and stayed about 2 months, then came to Belle Glade and been there ever since.

Mr. TIPTON. What were you doing in Jacksonville, Vero Beach, and Pompano?

Mr. YEARBY. I worked for Ferris. I butchered for them 8 years.

Mr. TIPTON. That's a meat-packing company?

Mr. YEARBY. Yes.

Mr. TIPTON. What did you do in Vero Beach?

Mr. YEARBY. I worked on a tomato farm, A. L. Monroe.

Mr. TIPTON. And Pompano?

Mr. YEARBY. I picked beans over there, so I didn't have a steady job, just catch-as-catch-can in Pompano. Then from Pompano I came to Delray Beach, did the same thing over there, picked beans, and then to Belle Glade. I been here ever since.

Mr. TIPTON. Where do you live in Belle Glade?

Mr. YEARBY. I live—L. L. Griffin, I rent from him.

Miss PASCAL. How big a family do you have?

Mr. YEARBY. I have a wife, two kids here and one in Georgia. He hasn't been here for about a year or two—my youngest boy.

Mr. TIPTON. How old are your other children?

Mr. YEARBY. The other two, one will be 18 on August 17, born in 1924. The next boy born 1926, June 15. That would make him 16 the 15th of June. And my baby boy born the 6th of March in 1928. He is a pretty good sized kid.

HOUSING

Mr. TIPTON. How big a place have you here in Belle Glade?

Mr. YEARBY. One room in a rooming house.

Mr. TIPTON. Is that large enough for your family?

Mr. YEARBY. It isn't, but we are making out.

Mr. TIPTON. How big is the room?

Mr. YEARBY. Probably 12 by 14, something like that, the best I can strike at it.

Mr. TIPTON. Do you cook in the room?

Mr. YEARBY. Sure.

Mr. TIPTON. Is there water inside?

Mr. YEARBY. No, outside.

Mr. TIPTON. You have to go out to a hydrant?

Mr. YEARBY. Sure.

Miss PASCAL. Are there any sanitary facilities in the building?

Mr. YEARBY. All out.

Miss PASCAL. How much rent do you pay for this room?

Mr. YEARBY. $2.25 per week for an empty room. I furnish it myself.

Miss PASCAL. How many rooms are there in this building?

Mr. YEARBY. There are 4 in the building. I am living in the one that I am renting. There are three other families rent the others, just transients, just in and out.

Mr. TIPTON. Have you ever lived in the Farm Security camp up here?

Mr. YEARBY. Never.

Mr. TIPTON. Have you ever gone up to see about living there?

Mr. YEARBY. Well, when they first opened up, and told me how it was I declined the idea. I thought I would stay where I was. That was when it first opened.

Mr. TIPTON. Didn't you like the idea?

Mr. YEARBY. I liked it all right but my wife didn't like it so we didn't go up. I guess she could have learned to like it but you know how women are.

Mr. TIPTON. Why didn't she like it?

Mr. YEARBY. I don't know about that. She would rather be in Belle Glade. I didn't have a car and she couldn't get back and forth to town.

Mr. TIPTON. Does your wife work during the season?

Mr. YEARBY. She picks beans. Right now I am buying a piece of land out here, trying to buy it. I have paid some on it. I want to build a home on it if I can.

Miss PASCAL. How big a piece of land is it?

Mr. YEARBY. It is 50 feet front and 85 feet deep.

Miss PASCAL. It is here in Belle Glade?

Mr. YEARBY. Yes, ma'am.

Miss PASCAL. And when you buy this piece of land you want to build yourself a home on it?

Mr. YEARBY. Sure.

Miss PASCAL. How big a house do you plan to build on it?

Mr. YEARBY. About six rooms, just for my family. That's all I pray for. I just want a home for my family.

Miss PASCAL. And you think that if you could get this job for the summer you will be able to earn enough money here to buy the piece of land and start the house?

Mr. YEARBY. Sure, if they will let me build it. If they will let me start it, I believe I can. If I could get it, I would be glad to stay here. There isn't any place like home. I like to be here. I have paid on it but I still owe on it. I haven't paid for all of it. It is on the installment plan. Supposed to be two lots, each lot to be 25 feet front and 85 feet deep.

Mr. TIPTON. You plan to build a six-room house on this property?

Mr. YEARBY. Sure.

Mr. TIPTON. Would you plan to keep a cow and chickens and have a garden?

Mr. YEARBY. Chickens. Ducks. I would like to have a cow if I could get one. Don't know if I could keep it in town or not.

Mr. TIPTON. How much do you have to pay for the two lots?

Mr. YEARBY. $250 a lot. $500.

Mr. TIPTON. How much of that have you paid?

Mr. YEARBY. Let's see, around, at least $62. I know I have paid that much but I haven't got a contract yet. He wants me to get it any time but I haven't got a contract yet.

Mr. TIPTON. Thank you very much for telling us about your work and your house.

TESTIMONY OF LUTHER JONES, BELLE GLADE, FLA., APRIL 24, 1942

Miss Pascal. Will you please give your name, address, and occupation for the record? Also any positions you may hold in local organizations?

Mr. Jones. Luther Jones, realtor, farmer, and owner of the Belle Glade Herald, Belle Glade, Fla. I am commander-elect of Legion post, chairman of the defense council, member of the draft board.

Miss Pascal. I wonder if you would tell us something about your background? How long you have been down here?

Mr. Jones. I am a South Carolinian by birth, and a Georgia cracker for a number of years. I have lived in Florida constantly since 1931, in Belle Glade. Before that I lived in Florida from 1924 to 1927. Some of my business experience, that probably comes under background, is that I served as secretary to Congressman Ragsdale of the Sixth South Carolina District and for 4 years was secretary to B. R. Tillman, Senator from South Carolina, part of which time I was assistant clerk to the Senate Committee on Naval Affairs. By profession I am a salesman, have acted as sales manager of several ventures, among which most recently was sales manager of a real estate brokerage firm in West Palm Beach. Since coming to Belle Glade, I have mainly acted as a rental agent for farm lands and in recent years as a broker. My associate and I have 400 acres of cane, which is quota cane. We are fattening cattle. We are at present growing 500 acres of beans for a cannery which has contracts with the Army.

Mr. Tipton. You said that this year you are growing 500 acres of beans. You haven't grown vegetables in previous years?

Mr. Jones. I had 250 acres of celery last year.

Mr. Tipton. Generally you consider yourself——

Mr. Jones. Not as a general farmer.

Mr. Tipton. You said you are rental agent. I wonder if you could tell us something about who owns the land for which you act as rental agent?

RENTAL AGENT

Mr. Jones. As rental agent, the greatest amount of land I have handled in any one year is approximately 12,000 acres, mostly for absentee owners. One year, which was the peak year, I rented for a subdrainage district lands on which drainage taxes were delinquent. These lands covered an acreage generally of twenty-some-odd miles around the southeast corner of Lake Okeechobee and covered good, bad, and indifferent lands. Rental in most cases was a share-crop basis, which necessitated my keeping in close contact with growing conditions, harvesting conditions, as well as market, because the amount of rent collected, in most cases, was net at the packing house, making the owner interested in the cost of harvesting and myself, naturally, being closely associated with the entire operation.

Miss Pascal. These lands that you rent for absentee owners, are they principally on a share or a cash-rental basis?

INCREASE IN LAND OWNERSHIP

Mr. Jones. Up until 1938 they were principally on a share basis. The reason I state definitely 1938 is that I have just completed an appraisal of possibly the largest estate in this community. It was for Mrs. Wedgworth, in an attempt to secure an adjustment with the Inheritance Division of the Treasury Department and, with a Mr. Pearson, the other appraiser, we definitely established in this report that 1938 was the turning point. That is, from the farmers leasing land on which to farm to farmers owning the land on which they farm. In the report we listed 15 farmers who are well known, the acreage that they owned up until 1938 and the acreage they acquired either in 1938 or subsequent years. The figures for land owned by farmers was around 600 acres in 1938 and is now about 11,000 for the same farmers. That was on the basis of a pretty fair sample—you might say a slice out of the list of farmers.

Miss Pascal. How do you account for this change?

Mr. Jones. The change was brought about due to increase in production, increase in acreage utilized. An incident yesterday—I discussed with a man a small patch of elders growing just southeast of Belle Glade and, as a matter of casual interest, we decided that that was the only piece of uncleared land in the south Florida conservancy district. This comprises 32,000 acres of land. In 1937 and 1938 there were several thousand acres that had elders and willows on them which had not been cleared. Now, a majority of that land is owned by the operator, the person who actually farms it. The people were not land-owning conscious. When I first began to operate here, farmers, in a great number of cases, would just decide "I am going to farm that 40," and they would go sit down on it and start farming. If the owner came along and wanted to collect rent, they would tell him to get out of the way. The farmers objected to paying rent. Several threatened to try to run me out. That was partly due to the drainage conditions. A lot of the land was not properly drained. The conservancy district was broke. The R. F. C. saved it by lending it money with which to retire bonds and it has been rehabilitated and is now considered a very efficient subdrainage district.

Mr. Tipton. Were these people who previously rented usually residents of the region the year round or were they people who came in just for growing seasons?

Mr. Jones. The majority of them called themselves residents. There is not a farmer of any consequence in the community that I haven't rented land to in one place or another. Now, the land renting is practically all done on a cash basis. I have better than 4,000 acres of land leased now as agent and every acre is leased for the next year, already, on a cash basis, and this season is not completed yet.

"SUITCASE" FARMERS

Mr. Tipton. Years ago there used to be what is called suitcase farming here. What I have in mind is the fellow who comes down simply to grow a crop and goes back North in the summer.

Mr. Jones. If this is germane, you might use it. I will tell it to you. In 1933 or 1934 the community took a contract to build an addition to the schoolhouse here and, being short of funds, the school board would not give us the facilities that we wanted, so we took the contract as a community, and paid very low carpenters' wages, 40 cents an hour, for the best carpenter. I had a father and a son who came into Belle Glade from Plant City. There were so many people out of work that we would let one man work 3 days a week and another man 3 days a week to distribute the money around. I leased to this father and son 20 acres of land and one of them worked it 3 days a week and the other one 3 days a week. I was superintendent of the school construction. They secured, from H. H. Hart, a caterpillar tractor and, for acting as driver of the tractor 2 days, Mr. Hart allowed them to use the tractor on their own work 1 day. They saved enough money from the wages that I paid the two of them to purchase the seed and buy the fuel with which to run the tractor. They got only 13 acres of the 20 planted because they ran out of money. They made one picking, first picking, and collected around $500 profit. The following day we had a rain, similar to the one we just had on the east coast here. The boy sold the remainder of the field for $2,500 cash to N. N. Starling, a local broker. Starling picked the beans and netted $2,200 on his $2,500 purchase. All of this was off of 13 acres of beans. This is an exaggerated example of your "suitcase" farmer. Actually, that boy bought an automobile, a new automobile, a lot of furniture, set himself up to live above what he had been by far and, in less than 6 months, was broke, lost his automobile, his furniture, and everything else and went back to Plant City. That, to my mind, is an exaggerated instance of this "suitcase" farming. There is no more of that in this community. A 40-acre farm is practically nonexistent here today, due to the mechanization of farming.

Mr. Tipton. What would you consider to be an economic-sized farm for profitable operation?

Mr. Jones. From 100 to 160 acres, not less. Preferably a half section, 320 acres, but not less than 100 acres. The amount of equipment and machinery that should be bought, in order to compete with your neighbors, is so great so that a lesser acreage would not be economical. I presume the average farm in this community is nearer 200 than 100, taking them all as an average. The economic unit of farming in this community, if we were allowed to grow cane and if ramie proves economically possible, is a section of land.

Mr. Tipton. Is that true also of vegetables?

Mr. Jones. The reason for that statement is this: Vegetables are a gambling game, purely a gamble. Cattle fattening, sugarcane, or ramie, one of the more staple crops, while not as glamorous and offers no such possibilities of getting "nigger rich," as the expression is, yet they are more like farming as farming is done throughout the United States. In vegetable farming you may be a pauper today and worth $100,000 tomorrow.

Mr. Tipton. Is it true, however, that vegetable farming today is considerably more stable than it was at one time?

PROFITABILITY OF VEGETABLE PRODUCTION

Mr. Jones. It is my studied opinion, after watching in the aggregate over 100,000 acres of vegetable farming, that the same amount of intelligence, effort, and capital put into farming ventures in the Glades as in any other business will provide a greater profit. A man might lose one year, break even a second year, make a little money the third, and what's known as a "killing" the fourth, if he properly rotates his crops and picks vegetables at the proper season and uses, as I say, whatever knowledge that he has to the best advantage. And that sort of protection—rotation, staggered pickings, and so on—is not possible to the little fellow. It is absolutely not possible. A bean farmer today will plant not less than 10 acres of beans at each planting and he will plant it so that beginning, say, November 1, he will pick two to three times a week until December 1. Now, on some of that he will possibly get a fair market, some of it he will break even on, some of it he may even have to leave in the field and not pick, but on the average planting, with the law of averages and, as I say, using common sense and sound judgment gained by experience, a man will make money. That is proved best by a list of people who came into this community with nothing but hopes and experience. I can name you 20 just from memory right now, that came in the same way that are very comfortably fixed now financially and that's the way they made it. One instance is a boy who was practically raised in Belle Glade. He paid me on a piece of land on share-crop rent, $57.50 an acre rent on one-eighth basis. He made over $100,000 off of one crop on cabbage alone.

Mr. Tipton. How many acres did he have?

Mr. Jones. He had altogether approximately 200 acres. I heard him refuse $50,000 cash for a field of cabbage and never cut one of them, just walked out of it and left it, and he refused it and finally got more than $50,000. Those are exceptions and those are not the types of farming that are constructive. I made the statement the other night that a $1.50 bean was twice as good as $1.25 bean. They laughed at me until I explained. On $1.25 beans, it is estimated that a farmer will make 25 cents. On $1.50 beans he will make 50 cents. It costs him no more to raise $1.50 beans than $1.25 beans, nor to pick it nor to sell it nor to haul it; $1.50 beans will make this a wealthy community because everybody will have them. I hate to see $5 and $6 and $7 beans because that will mean not many beans and a few people will have them. This community is not the one-crop community that is has been. We have celery, escarole, lettuce, not many beets, not many carrots, a lot of cabbage, Irish potatoes, quite a few radishes, romaine, Chinese cabbage, and, of course, fields of garden peas and a number of kinds of beans. Cattle fattening is, of course, coming into quite a bit of prominence and I think it has just gotten a start.

Mr. Tipton. You say this is not as much a one-crop community as it was previously? When did that change begin to take place?

Mr. Jones. From, say, 1936 to 1939.

Mr. Tipton. And has that diversification tended to make agriculture in this region more stable?

Mr. Jones. That's right. A man who might lose 200 acres of beans by drowning out will have in an adjoining field 100 acres of celery and lose his beans completely and make a very handsome profit on his celery, and if he had 100 acres of cabbage he might make a little on that. If he has some lettuce, that might bring it up. So that diversification—getting away from one crop—we have a crowd of farmers around here who are called celery farmers. Celery farmers very seldom fool with beans, but they will plant Irish potatoes and cabbage.

Last year, speaking of abnormal results, I collected $250 rent off of 1 acre of escarole but that was 1 acre out of 15 that they had saved.

Mr. TIPTON. On what sort of a basis?

Mr. JONES. One-sixth. He sold an acre of escarole for $1,500 in the field and I got $250 rent. As I say, it was only 1 acre out of the 15 that was saved.

VEGETABLE CANNING

Mr. TIPTON. Do you think, Mr. Jones, that there is any future in this region for the establishment of a vegetable canning industry?

Mr. JONES. I don't feel qualified to answer that but I will say that I can't see any reason why there shouldn't be. There is a great difference of opinion among people with whom I have talked. Some say yes, and some say it is impractical. I believe the great trouble—and this is a nonprofessional opinion—is the inability of canneries to come in and contract for their needs on a predetermined price. In my case now, with our 500 acres, we contracted ours at 90 cents a hamper delivered at the canning plant which, according to our figures, is equivalent to a sale at $1.45 on the platform. We have no hamper to buy, we have no loss from grading, we have no drayage, no packing-house charge, and the cannery will take a more mature bean than the high-grade green vegetable trade will take. Heretofore, the canners haven't been paying prices like that and people are accustomed to getting a higher price for their beans, and it has been hard to get them to contract for an acreage that a cannery might definitely need.

Miss PASCAL. How much have canneries been paying for noncontracted beans?

Mr. JONES. They pay pretty close to their contract price. They paid higher than that in some cases, and it is only since the war, when they have war contracts that they must fill and are caught short somewhere else.

Miss PASCAL. Then they have been paying higher prices this year than in previous years?

Mr. JONES. Oh, yes; 20 cents a hamper more.

Mr. TIPTON. It would be your opinion then that, over a period of years, a grower could grow beans for canning and make a profitable thing out of it?

Mr. JONES. Absolutely.

Mr. TIPTON. Are there any other vegetables that lend themselves to canning, that might also be introduced?

Mr. JONES. Tomatoes.

Miss PASCAL. Are the tomatoes grown down here suitable for canning? We have heard that they are not as good as the northern tomatoes for that purpose.

Mr. JONES. It is generally acknowledged that tomatoes grown on muck, unless specially fertilized, are not as firm as the tomatoes grown on a sandier loam soil. By comparison, if a farmer gets an extra good tomato, he will say it is equal or equivalent to a sand tomato. That's a metaphor of comparison. They have grown here tomatoes equivalent to those grown anywhere. The country is so new and experiments continually show how these things can be done. An explanation, by an actual farmer, was given to me which sounded reasonable that, by the use of proper kind of fertilizer, you could cause the tomato to harden or to become more firm.

Mr. TIPTON. Do you think of any other vegetables besides beans and tomatoes that could be canned?

Mr. JONES. I have never heard them discussed. We grow a small pepper. They grow the Little Marvel. Whether it is good for canning, or why they don't can it, I can't answer. There is one other thing along that line. There is no reason why a great deal of dried beans should not be produced and there are more this year than there have been before, particularly a little white navy bean. A farm out here has each year, for a great many years, produced up into thousands of pounds of these dried beans. It is hard to get farmers to experiment, or has been, to consider a $15 to $30 net per acre profit off a sure or stable crop when their neighbors are talking about making from $75 to $250. It is the gambling instinct.

Miss PASCAL. You think that, even after this war demand for canned goods is over, there will be a definite market for cannery crops down in this area?

Mr. JONES. If the canners can pay the price they paid before, they can get beans grown under contract for canning purposes, particularly beans, and a man can make a net profit because he can raise two crops on the same piece of land, spring and fall.

SUGARCANE

Miss PASCAL. I wonder if you could tell us something about the process of cane growing? In the first place, what is the minimum acreage that a grower can operate economically to get a reasonable income?

Mr. JONES. My statements are based on 3 complete years of cane growing and harvesting. I estimate that a farmer can make a net profit of $40 per acre, not on the present price of sugar, but on the pre-war price of sugar. That's assuming that he will produce 40 tons of cane with a 10 percent yield of 4 tons of sugar per acre, which is not high. I think a man should have not less than a half section of cane to operate an economic unit. Two men might have 160 each or 4 might have 80 each, own their harvesting equipment cooperatively and harvest the cane cooperatively, plant their cane so that maturing dates will jibe with each other and allow the greatest number of days of harvest to cover all. To explain, I have three types of cane, an early maturing cane that I can begin cutting in October, a medium maturing cane that follows, which also is a medium barrel cane, and a late maturing cane or big barrel cane which I can cut on into the 1st of May.

Miss PASCAL. How long a harvesting season does that give you?

Mr. JONES. 150 days. If those three or four farmers each would agree among themselves that one would have early cane, and one medium and one late or each divide his field in that same proportion to begin as early as possible and run as late as possible, and that is one of the secrets of low production cost of sugar in the State of Florida.

Miss PASCAL. Are there any serious weather hazards that will affect cane?

Mr. JONES. Freezing.

Miss Pascal. Well, I understand that you can cut cane after it has been frozen. Is that correct?

Mr. Jones. The only reason you can't use an entire stalk of cane after it is frozen is that the freezing begins at the bud and goes down. Chemists tell us that that freezing, or fermentation as a result of the freezing, inverts the sugar, whatever that is—that's the technical term. It turns the glucose, or some technical explanation—but anyway it is no good to a farmer. Now you can utilize whatever part of a cane stalk the souring has not touched. For instance, I have cut cane 10 days after a freeze without topping more than normal. Then each succeeding day you drop your knife, that is, you cut off down a little lower on the stalk until finally, if you carry it through, you might not have more than 6 inches of the stalk you can use. If you allow that fermentation or souring to continue, it will go into your roots and kill your roots, so you must cut to protect the cane.

Miss Pascal. How low a temperature can cane stand?

Mr. Jones. They say 3 hours at 32° or less; 32° will not kill cane if it is short. Now, we have only had very few years since I have been here that killed cane. It will injure it; the buds will be killed so that you can't use the cane for seed cane, but yet it will not affect the quality of the sugar, nor reduce the amount of sugar.

Mr. Tipton. Provided you get it cut soon enough?

Mr. Jones. Yes. Unless it is a severe frost it doesn't bother you so much. There are, of course, types of cane that are resistant to frost. The largest barrel cane I have is susceptible to frost. That's the big barrel cane and all of these canes were developed here in Florida. They are crossbred.

Mr. Tipton. Is there any tendency for the percentage of frost-resistant cane to increase in the area?

Mr. Jones. There are three separate set-ups for experimenting and improving the variety of canes, the Federal Government at Canal Point, the State government with the assistance of the Federal Government at the State experiment station, and the United States Sugar Corporation maintains an elaborate set-up for experimenting and propagating. I think they have three or four Ph. D.'s over there that study crops. They are continually improving the types of cane, breeding disease-resistant canes, increasing the tonnage per acre and the percentage of sugar per ton.

Miss Pascal. Do you have to use much fertilizer for cane?

Mr. Jones. I use 350 pounds per acre. I use 250 pounds of muriate of potash, 25 pounds of copper, 25 pounds of zinc, and 50 pounds of manganese. That makes the 350 pounds per acre. There is no filler. I might say that very few nitrates are used. The soil is very rich. Experiments have shown that nitrates used do not repay the cost of using them.

Mr. Tipton. What is the cost of 350 pounds of this formula you specified?

INCREASE IN CULTIVATED LAND

Mr. Jones. It costs approximately $2.46 a 100-pound bag. Somewhat less, of course, before the war, about $2, I believe.

Miss Pascal. I wonder if you could tell us if an increase in acreage planted in the Lake area has occurred in the last year? I understand that it has been quite considerable, a great deal of new land being brought into cultivation.

Mr. JONES. It would be easier to tell you in the last, possibly, 2 years, and any definite statement would be dependent on a number of things. Heretofore, some of the land which I would include has been farmed at sometime before. For instance, if you and I decided that it was going to be a good bean season, we would go on what is called outside land, that is, land outside of the drainage area, and plant 100 acres of beans, just like if you would go to the race track and say, "All right, I will take $5 across the board," with the same amount of confidence and the same amount of sentiment and feeling. If you wake up some morning with a foot of water over it, well, it's gone, go ahead and do something else. Now a great deal of that land has been diked and ditched and pumps put on it and actual and constructive farming taken place. In other words, they were purely gambling the other way, gambling on the water and gambling on the market, gambling on frost and it was eight-tenths gambling. That's actually what it was. But a great deal of that land, as I said, has now been improved and they are actually going out there and farming scientifically. There is in excess of 10,000 acres in the Belle Glade trade area either completed or in process of completion. All of that is outside of a subdrainage district.

Mr. TIPTON. Are there lands that have been brought under water control previously, but have not been farmed in recent years, that are coming back into production?

Mr. JONES. No. All available land improved by water control is used.

Miss PASCAL. What crops are being put in on this new land?

Mr. JONES. That depends on the type of land. Pure sawgrass land can only grow with any degree of satisfaction a leaf crop or celery and Irish potatoes. Except for Irish potatoes, those crops in pure sawgrass the first year have a reduced yield. Elder and willow land will take any crops that we grow around here. Now, I would say that more than half of that land is elder and willow land. You see, that is land which is outside of the drainage district. Now, a great majority of the elder and willow land has been, or is now being, improved and under water control. Sawgrass land must go through a process of curing. Now, there are varied ideas how best to cure it. For a long while it was said around here you couldn't grow anything on raw sawgrass. A young man planted some beans on pure sawgrass land, just beyond the experiment station, and, through advice from the experiment station, sprayed them with zinc and raised a very beautiful crop of beans. That one patch of beans started everybody to using our raw sawgrass land.

TESTIMONY OF LUTHER JONES ON APRIL 27, 1942—Resumed

BEAN PICKING

Miss PASCAL. People say that, once beans are ready to pick, you have to pick them that very day. Is there a great deal of difference in the price received for beans picked the day they ought to be picked and beans that aren't picked until the next day?

Mr. JONES. In a high market you can sell them. In a low market the chances are you can't sell them at all if they are a day old. There is a disastrous penalty for not picking a string bean when it is ready to pick, except what they call round beans. They don't grow so fast as the Bountifuls, which is the bean mostly grown here. It must be picked the day it is ready.

Miss PASCAL. How about selling them to canneries?

Mr. JONES. The canneries use round beans. They can go a day or maybe 2 days because they are canned. They are not sold on the green market and the canning bean can stand to be a little heavier than a green bean.

Miss PASCAL. But you can't sell the Bountifuls to the canneries?

Mr. JONES. No; they don't use them except in emergencies when they will fill out with those. I don't know what the reason is but I know they want a round bean for canning purposes.

LABOR SUPPLY

Miss PASCAL. How has the supply of labor been in this area this year, both white and Negro labor?

Mr. JONES. On the whole, it has been scarce. The supply, I would say, in the field hasn't been sufficient. In the fall bean harvest, it was greatly insufficient for a period of time. Now, I say in the field. It is the belief of a lot of the growers that, if all of those Negro bean pickers who were here could have been made to get in the field and pick, that there was sufficient labor here to do the work but, contrary to what most people believe, when a Negro gets $3.50 in his pocket he is no good until he spends it. That is, the Negroes we have around here for labor. Now, that's borne out by white people who handle them and by the Negroes themselves who think at all. Normally, you would think if a Negro was making $1.50 a day and you paid him $2 to $2.50 a day he would be a better employee, but that is distinctly not so. If you could get the Negro to use that money to raise his standard of living, then you would have accomplished something, but it doesn't do that in the case of these Negroes. If you give him $3 a day, instead of $2 a day, it means he has $1 more to "jook" on, as we call it, gamble it away and spend it for liquor, and he is no good until he is broke again.

Miss PASCAL. You mean, this is true of the people who live down in the town quarters? Is it also true of the Negroes who live in the growers' quarters? Can the grower keep his people working more regularly than the others?

PROVISION FOR RECREATION

Mr. JONES. The grower who has his own quarters is in far better shape than those who only hire Negroes that live down here in Belle Glade. To illustrate, on my cane farm I have a grocery store, what they call a commissary. I have tried running it myself. It is a source of worry and trouble. This year I leased the building to a man on a percentage of his sales. The only reason I have that commissary is for the benefit of the workers and to keep them on the place. Part of his contract is that he will sell groceries at the average price in the community. Then I have what the Negroes call a "jook." It is a separate building. I have a Negro man and his wife that run a little restaurant to feed the unmarried men and they sell soft drinks, and I have two rooms for them to gamble in. They also sell beer and wine. The wine and beer is sold at restricted hours. They can't buy any after 8 o'clock during the week, and they can't buy any after 12 o'clock on Sundays. That's so that the drunks on Saturday night and Sunday will have time to get sobered up by Monday morning. In the gambling room I don't let anyone cut the pot—that's the expression. Normally, in a gambling place the houseman takes out so much for the house out of every pot. I don't allow that in there. I don't allow any strange Negroes to come and gamble. If he doesn't live in the place, he doesn't play. I try to keep them from fighting with knives and bottles. I don't care so much if they fight with their fists, and I have a Negro in charge down there who keeps order. Occasionally one will break a bottle and jump on another with it. It's an awful wicked weapon.

And, by that way, my keeping the outside Negroes out, I don't have any professional gamblers in there, and by selling wines and beers at restricted hours, I can regulate that. I know there is no use attempting to keep them from drinking wine or beer and gambling. Whenever two Negroes get together and they have a nickel, you will find a deck of cards, and they will start gambling with it. Instead of attempting to eliminate it, which I know I can't do, I try to regulate it. Another thing, I encourage married men to come in. I get just as few unmarried men as I can, because they create a disturbance fighting about the women. Now, they have what they call down here "muck license." A Negro and a woman decide they are going to get married. All the marrying they do is live together and it is accepted, she's his wife, and they are married. When they get ready, they leave; and that way it tends to keep down fights and fusses and makes a better feeling among the Negroes. Those things maybe you don't like to admit, but to my mind they are practical ways of handling what otherwise would be a great disturbance because the Negroes are going to drink. I don't allow them to bring any moonshine liquor on the place. I take all that away from them. If I catch any Negro with any moonshine, I take it away and break it. They bring very little hard liquor on the place. They will get by with wine and beer and are not so mean. That's an example of what you can do in your own quarters. My Negroes have the privilege to buy wherever they please. They don't have to buy in the commissary and I tell the man that operates the commissary that I am not going to attempt to make any of them buy there. He has to hold that trade by giving them the convenience and as fair price as they can get somewhere else.

Miss Pascal. About how many families do you have down there?

Mr. Jones. I use from 40 to 55 cane workers and use the wives a lot for hoeing cane and then, when I haven't any cane to hoe, I encourage other farmers to use them for bean pickers. At the present time, in an attempt to keep my Negroes until the 15th of June—a lot of them came from South Carolina, North Carolina, Georgia, Mississippi, and Alabama. I have planted 40 acres of beans on my land, did the work and give these beans to the Negroes as a bonus for their years' work and for staying, but they must stay until the season is over.

That way I have kept practically every Negro I had during the season but when I am not using them—right at this time of the year my work does not demand as many men as normally—I let the other farmers have them to pick beans or whatever they want.

Mr. TIPTON. This 40 acres of beans, is that included in that 500 acres you told us you were growing for the canning plant?

Mr. JONES. That is additional. The proceeds of that will go to the Negroes. It is divided between the superintendent and the Negroes. I got a mechanic and a superintendent down there. They work for me all the time. Those two will share in it to a degree, but it is for the benefit of the Negroes.

Mr. TIPTON. If bean prices hold up that should make a good-sized bonus.

Mr. JONES. I hope it does. I will get the actual cost of planting, cost of seed and fertilizers and the going rent for the land—I own the land, take the rent out—and they get the balance of the proceeds—that is, the net proceeds—and they will probably all stay drunk 2 days and then go off.

Mr. TIPTON. Do you often have this problem of the Negroes leaving before the season is over, or is it worse this year?

Mr. JONES. There was a movement of the Negroes leaving here last week when word came about gasoline shortage. They wanted to get back to Georgia, the Carolinas, or where they came from.

Miss PASCAL. Then you think that, by having most of your own labor supply in your quarters where you can control them to some extent, you have a more regular and reliable group of people to work for you all the time?

Mr. JONES. That's right. Another thing, I don't allow these itinerant salesmen in my quarters. They must get permission from the superintendent before they can go in and I don't accept any commission or cut or anything else from any of them for allowing them to go in. The reason is they will come by selling clothes and selling this and that and the other, and get the Negroes' down payment and you never hear from them. He has to prove that he is reliable before he can get in there at all. A Negro is somewhat like a child. If he figures a white man is going to take care of them he will leave everythink to the white man, but if he doesn't trust you he is not going to stay long, not if he can get some place else to go—and they can get that now. The same thing applies—I want to get this over—applies to a lot of the other farmers in their own quarters. They have rules and regulations just like I do. What we are interested in is having labor there, ready and willing to work when work is to be done, and you can't do it unless you look after them and keep a lot of these temptations away from them; and you will find a better class of Negro that will work with a farmer who does that, who makes the Negroes behave themselves.

Miss PASCAL. What do you do when you have work to be done and the worker has some money and doesn't feel like working?

Mr. JONES. He doesn't stay on my place. Either he works or gets out. "You don't have to work unless you stay here and if you stay here you do have to work."

LABOR TURN-OVER

Mr. Tipton. How do you find your turn-over? Are they coming and going or do you keep most of the same ones through the season?

Mr. Jones. On a place like mine, run properly, you will keep 80 percent of your Negroes. I got Negroes down there who have been with me 4 years and I have had some unfortunate experiences with foremen, superintendents, but I still, even with that, got several Negroes. Until I got rid of a foreman I had, a lot of the Negroes had left. When I got rid of him and got another man in, a lot of them came back.

My cook from my house is the one who runs the little restaurant in the quarters. She is just coming back to my house this week, but she will go down there and make twice as much. Of course, she will work twice as hard during the season. Her son-in-law is the one that's got the little "jook." Fanny goes down there and cooks. She is the best cook in the county.

Miss Pascal. How many people do you employ in the summertime?

Mr. Jones. I will keep about 25 the year round. You see, fertilizing and cleaning ditches and building roads and working your equipment over and taking care of your buildings, just getting ready for next season's crop and cultivating and fertilizing will use that many.

Miss Pascal. The rest of them go north?

Mr. Jones. They go off somewhere. They are migrants, I believe. The foreman tells me that he thinks the majority of my Negroes are going to stay here all summer this year. In that case, if I only have regular work for 25 Negroes and I have 50 down there, I work 25 of them 3 days a week and the other twenty-five 3 days a week, and they can get out and knock a rabbit in the head and catch a few fish. They have lights, water, and rent furnished. It's remarkable how cheap they can live. A lot of them would rather do that than go to Carolina and Georgia and, if they worked all week there they wouldn't make more than working 3 days here.

BEAN PICKING

Miss Pascal. Mr. Jones, when you are picking a field of beans, what time do you get the Negroes out in the fields?

Mr. Jones. It is the custom to get them out as soon after daylight as is practical. There are reasons for that. One is for the farmer to know he has enough pickers in the field, and, second, that the Negroes enjoy it. That's part of their social life, sitting on a bean hamper at the end of a row and visiting with each other, discussing all of the community's gossip, and there is always a fish wagon following them. Negroes don't usually eat their breakfast until they get out in the field and they insist on going to the field early for their own reasons. They think that they pick out the best row in the field and then they sit there for 3 or 4 hours until time to begin picking and these fish wagons, they call them, it is usually an old model A Ford with a tub of fish on it and a charcoal pot, maybe two or three charcoal pots, and skillets, and the Negroes fry fish and sell fish sandwiches. No field is complete at all unless it has a fish wagon and a drink wagon. Sometimes they are both the same thing, and they sell the Negroes cokes, sandwiches, and candy.

Mr. TIPTON. Why is it they can't start picking beans earlier?

Mr. JONES. Because of the heavy dew. If the preceding night is heavy with fog, the fog settles and the beans are wet and they can't pick them when they are wet. It causes them to nest, that is, they will mold in the center of the hamper if they are damp and they have the field heat in them. The trade name for that is "nesting." That's a very descriptive word, for they are crossed up like this [indicating], and the mold will cause them to stick together and maybe you will pick up a few and maybe you will have 15 beans sticking together.

Mr. TIPTON. Is the growing of beans for canning here in the Glades going to make a difference in that picking situation?

Mr. JONES. They can take a wet bean in the cannery and handle it. One big thing in handling beans that are damp is that they will get this muck on them. The pickers will get it on their hands or drop the beans on the ground and get muck on them and it sticks. It is powdery and, when it is wet, it is paste and it sticks very badly to the beans.

Mr. TIPTON. But that wouldn't be very much of a problem if the beans were going through the cannery?

Mr. JONES. Not if they weren't too dirty, because they wash them, clip the ends off, and boil them immediately, and in a very short time they are sealed and stacked away.

Miss PASCAL. How have wages been this year? Have they been much higher than previous years?

Mr. JONES. The basis is day labor. The bean pickers pick piece work. The day labor has gone from $1.50 and $1.75 to $2 and $2.25. Truck drivers, usually a very good indication, have gone from $2 to $2.50; in some cases $3.

Mr. TIPTON. How about bean picking?

BELLE GLADE LABOR MARKET

Mr. JONES. Bean picking has been very erratic. There is no excuse in the world for bean picking to be over 25 and 30 cents now, 25 cents for first picking and 30 cents for second, except that the farmers bid for the Negroes between themselves. Actually that happened morning after morning. The 4 of us [indicating] would back our trucks up on the street. The city has 2 streets set aside for bean trucks that are picking up bean pickers to park and they have policemen up there to keep order and back the trucks up—4 of us and 40 others, and a certain number will get on each truck. If you [indicating] are going to pick beans, they have picked for you before and you treated them all right, so they will get on. It is customary to have a Negro out there and he will holler at the top of his voice, "Good first-picking beans, 25 cents," and go on and orate to them what fine beans they are and how many they can pick during the day. I get my truck loaded up and she [indicating] gets her truck loaded up and maybe your truck is not full, about half full, and it is possible that you are picking one of these first-picking beans where the beans are scattering and they are worth more than her beans are because they are scattered and they can't pick as many. So you and your Negro decide "Maybe we better pay 30 cents for these beans today," so he hollers "30 cents" and the minute he does, all the Negroes get off her truck and get on yours. They get off of mine too, and get on his, because he is paying 30 cents. Then she gets mad and calls you all the things she can think of and says "I will make it 35 cents. Holler 35 cents," so her Negro will holler "35 cents" and you call her all sorts of names and say "Well, we will pay 40" and you start hollering "40," and they pile off and get back on his. Those are actual facts. I have seen it time and time again. That's wherein the farmer is wrong. If the bean is worth 25 cents to pick, that's what he ought to pay. If it is worth 30 cents, that's what he ought to pay, and 25 cents and 30 cents seem to be the proper prices for bean picking. When you take into consideration conditions and the price rise in food and the cost of everything else, that's a good price.

Miss Pascal. At 25 and 30 cents for beans, does that give a picker as much money as he could make if he worked at day labor?

Mr. Jones. It is twice—two or three times as much. A normal bean picker, picking from 11 o'clock to 4:30 or 5, will pick from 15 to 20 hampers of beans. A Negro can, counting 12 tickets at 30 cents apiece, earn $3.60, but that's all the money he has a bit of use in the world for, unless he has a suit of clothes in the post office he has to get out or wants to buy the old lady a new pair of shoes. When he gets that much money he is going to stop. He will sit down. He will piddle along in the row and won't work. That's all the money he wants. That's the thing that people that don't handle Negroes don't understand unless you get out there and worry with them.

Miss Pascal. Then you mean that they could pick 15 or 20 hampers a day without any trouble, but often they just pick 10 or 12?

Mr. Jones. That's all they want. They could pick 20 without any trouble.

CANE CUTTING

Now, in cutting cane, that is gotten around this way: We have the lead Negroes—that is, they lead the working crew. They are fast. We go out in the morning and decide we are going to cut 4 carloads of cane. We know how many wagons that takes and the Negroes know about how much cane will make that required number of wagons of cane. The lead Negroes cut along their rows until they estimate that enough cane is on the ground to fill those wagons. Then they walk out of the field and the slowest Negro in the field has to cut up even with them before he can leave. Last year my 2 lead Negroes never worked longer than noon and I had 2 old Negroes that worked and they never finished before dark, but everybody cut the same amount of cane, because the 2 old ones, they cut on their rows until they got up even with the lead Negroes. In the morning, after the crew starts, you will hear the Negroes start hollering whenever Popeye's in the lead: "Popeye's goin' in the hole." That means that he has 2 rows of cane and, as he leads the others, he digs a hole in the field. "Popeye's goin' in the hole. You niggers come on." That means for the Negroes to cut faster. For they know they have to cut as hard as Popeye cuts, for that's the task for the day. The same is true in bean picking. If the Negroes would work, any man normally could pick from 15 to 30 percent more beans the same day with the same crew.

ATTEMPTS TO CONTROL WAGES

Miss PASCAL. To get back to this wage up-bidding for a minute, have any methods been tried to get the growers together to keep the wage level down?

Mr. JONES. Yes, they are just as ornery about getting together as Negroes are about working when they get out there. Last year growers in Pahokee called a meeting and each grower signed an agreement to maintain a set price for bean-picking. They held that price for 2 days and then, through the same misunderstanding and lack of cooperation, one man got mad with another one and raised the price so that in one morning the price went from 25 cents to 40 cents. Twenty-five cents was the amount they agreed upon and it went up after 2 days to 40 cents through the same up-bidding I described awhile ago. What actually happened was a contract picker from Pahokee brought a few truckloads of Negroes to a field between Belle Glade and Pahokee and paid those Negroes 30 cents, which was the prevailing price in Belle Glade at that time. The next morning he went back to get pickers and they broke his truck down piling on it and the farmers in Pahokee learned that someone in Belle Glade was paying 30 cents, so they went to 30 cents, and in less than 30 minutes someone went to 35 cents and the game was on. The Negroes gained 15 cents a hamper that day for the beans they picked. Unless the farmers will get together and make some price and stick to it the Negroes cannot be blamed for the price of beans being up to 40 cents. As chairman of the local defense council, I have called three separate meetings in an attempt to get the farmers together. They are so improvident and unthoughtful that they will wait until the morning they get ready to pick beans before they take any measures to take care of themselves as far as that goes. That's an actual fact.

LABOR REGISTRATION SUGGESTED

Miss PASCAL. Have any other ideas besides wage agreements been suggested in these meetings, any other ways in which competition can be cut down?

Mr. JONES. A suggestion has been made from three sources which is all practically the same thing. One was from L. E. Dick, who is a large farmer. The second one was from Professor Williams, principal of the Negro schools here. The third one was from the United States Employment Service. None of the three had talked to the other. The propositions were all made within 6 hours of each other, because it brought it to a head by having this meeting and precipitated this discussion. The proposition in effect varied only a little in detail. It was that all labor should be registered, either given a number with a record of the employer, and one recommendation was that they be given a card that would indicate on Saturday how many days that person had worked the current week, so that these Negroes who continually lay off their work or do shoddy work or are undesirables could be asked to leave the community. That was the suggestion that came from those three sources, differing only in minor details. The idea was the same, the idea being to have them register, have a record of the amount of labor this man had done during the season so you could look at his record and tell what sort of a productive individual he was.

The Negro school professor suggested that it be done with reports made to a central office as to any misconduct on the part of the laborer, so that, when he had fallen out with three farmers and it developed that he was a disturbing element, to use the exact words of the professor, he could be booted out of town. The farmer's suggestion was that they be given a button. The idea probably came from the fact that the Sugar Corporation gives each of its employees a number and a tag of some kind which he wears on his cap or his shirt. In case a Negro became unruly or undesirable, his button could be taken from him and turned in at the central office and whatever disciplinary action the organization decided would be taken. The entire idea was to have a registration of labor and a method of enforcing some governing rules.

Mr. TIPTON. Has any such system been set up or is it contemplated?

Mr. JONES. The nearest thing to that is the registration by the Government for the Selective Service System. It seems to me that that registration could be utilized and some enforcement provided that would greatly relieve the labor shortage throughout the country.

Mr. TIPTON. Have you thought anything about trying to get something along that line started for next year?

Mr. JONES. I started it before Christmas in attempting to get these farmers together. They will appoint committees and the committees will forget about it. I decided to go on and try and take care of myself and not baby the whole community because I have found out that I was pretty busy trying to do that.

Miss PASCAL. Have you used the Farm Placement Service at all for getting workers?

Mr. JONES. No.

Miss PASCAL. Do you think that the Farm Placement Service could be of any real assistance in the community in working these problems out?

Mr. JONES. If it has any power to do anything, outside the power of persuasion.

FARM SECURITY ADMINISTRATION CAMPS

Mr. TIPTON. How about the Farm Security Administration camps down here? Have you ever hired any of your help out of there?

Mr. JONES. I have not.

Mr. TIPTON. Do you have any opinion about the camp?

TREATMENT OF NEGRO WORKERS

Mr. JONES. I do. I have a very decided opinion. The theory of that Negro camp is very good. If they had someone directing it with authority to do the things that are necessary, that understands the Negro and the Negro psychology, it would be an excellent thing. They don't understand why they can't fill that camp out there with Negroes. You take a Negro that lives in a one-room shack. He will pay $2 to $2.50 a week rent. He can go out to that camp and get a nice two- or three-room home with lights, water, and electricity furnished him, and a gymnasium for his kids, school, recreational facilities. They don't understand why the Negroes don't take advantage of it. The reason is they are not handling the Negroes properly.

Some of the brass hats in the department in Washington—this is an example—were going through a little store they have out there, a cooperative store. The man who was conducting them through—now the Negro who was running this store was a man by the name of Joe and, thinking that Joe had done a very good job, he said to these two individuals from the Farm Security Administration in Washington, "This is Joe. He is running this store and has done a very good job. He started with a little or nothing and built it up." These two individuals stopped and walked over to Joe and shook hands and told him he was Mr. So and So and when he came to Washington to come and see him—putting himself on equality with the Negro. Those things travel by underground system some way. They are all over somewhere and a Negro hasn't the respect for a white man that will do those things. If the white man understood how the Negro feels about it, he wouldn't do it. He is making a fool out of himself.

There are certain reports of people as addressing the Negro out there as "Mr." and "Mrs." It isn't the custom in this country. I haven't any particular objections to referring to a Negro in the proper place as "Mrs." but the occasions are very few. If Fanny, the Negro that cooks at my house, if I addressed her as "Mrs." she would look at me and say "Mr. Jones, what's the matter with you? Is you got a drink?" or something like that. She would be just astounded and know something was screwball about it, but yet, if Fanny gets in any trouble, day or night, she wouldn't object a bit in the world coming inside the house and getting me out of bed and saying "Get up and do something," because she knows I am a friend and will take care of her, whatever happens. She knows her place and she keeps it and she never violates that at all. She has two kids, educating and sending them to college, working and really taking care of a family. She is a Negro that more money than the average wage would do good because she helps herself and is helping her family. But they can't handle these Negroes by the book, when a man sitting behind a desk in Washington writes the book. It just isn't being done and that's what's the matter with the Negro camp. It is not the fault, I believe, of any of the local people. I think the man in West Palm Beach, Vander Schouw, is a very excellent man, and I have had occasion to go into the inner workings of the outfit and listen to a lot of his instructions, and he is bound around with red tape and instructions by some visionaries in the department in Washington. If they themselves would come down here and live out here and attempt to handle those Negroes, they wouldn't do as good a job as whoever they got out there because they just don't understand the Negro. He is just as peculiar and there is just as much difference between his methods of thinking and the white man's method of thinking as there is between a white man and a Negro in the middle of Africa. You can't educate them. You can't bring them up too fast. The idea is good and everybody is in favor of it but there is a practical way to apply those theories.

Mr. Tipton. So it is simply a matter of administration which, in turn, you think goes back to the administrative policies from Washington?

Mr. Jones. That's right.

Mr. Tipton. Rather than any difficulty with the idea itself or the way it might fit into this region?

FARM SECURITY ADMINISTRATION CAMP FOR WHITE WORKERS

Mr. JONES. The idea is excellent. The white camp, I think, is doing a wonderful job because they are dealing with a mentality that is more in line with what the man who wrote the book figures. Sixty percent of the people in that white camp, I believe, are good, honest Americans that are down on their luck and they needed that kind of help. The other 40 percent are no good to themselves or anybody else, and you would find that percentage, I suppose, whether there was a camp here or not. The first requisite to getting into that camp out there is to prove to them that you have been an utter failure in whatever else you have attempted to do. Whether it is your fault or someone else's fault, that's the first requisite to get in that camp. All this money they are spending up north of here for these subsistence farms, you can't get in there unless you can prove that you are a failure in everything else.

Mr. TIPTON. You mean, because of the fact that you haven't anything, you're on the move; down and out?

Mr. JONES. Yes; I say 60 percent of them with the proper health will come out and make useful citizens and raise families the community would be proud of and, in that way, I say that they are very excellent things. It is certainly interesting to go up there and see the kids, the little bits of fellows that normally, on the same economic conditions and where they came from, wouldn't have the least chance in the world, but there they are being given the better things of life, getting an education, kept healthy and getting a better outlook on life, and you can't help but feel that is doing an awful lot of good. I was particularly interested in that because I was one of the first ones here that started the original 24-hour day nursery for migrant kids. We had the first one in Belle Glade. I have been a director of it until it stopped functioning and through that all of this was brought to my attention.

Mr. TIPTON. In which camp was that 24-hour nursery?

Mr. JONES. The first one was in the Legion Hall. We started out to have a day nursery and we ended up by having a 24-hour nursery, 7 days a week. Finally, when they built the camp, it was through our efforts the Farm Security Administration built a nursery building. They added that to their plans and we operated it the first year. Then they took it over along with the Work Projects Administration. We spent $4,000 or $5,000 a year on that nursery.

BAHAMIAN LABOR

Mr. TIPTON. Do you know anything about the suggestion for the importation of Bahamian labor?

Mr. JONES. That was discussed in December at one of the meetings we had and I believe a number of farmers around here have made some applications. It takes, I think, a special ruling of the Immigration Bureau. There are a number of farmers here who have a majority of their Negro farm labor who are Nassau or Bahamians and the idea was to send one of those workers back to recruit some others. But they ran into those regulations and decided that, unless there was a need for the entire community, they wouldn't have much chance of getting permission from the Immigration Bureau.

Mr. TIPTON. There was no organized effort?

Mr. JONES. No; it was discussed but never carried any further than discussion.

BELIEVES CONSTRUCTION JOBS ARE RUINING LABOR

You see all those cantonments or Government constructions throughout the South, they have taken the farm laborer—a lot of them from the southeastern States—and are ruining him for their own use, as well as for the use of the farmer, by paying him 35 cents to 50 cents an hour and then not making him work. If they will take a Negro and pay him 50 cents an hour and make him do 50 cents an hour work, they will find that he will quit and go back to farming at 25 cents an hour, but if they take him over there and don't make him work, which most of them do, he is not only no good to the construction department but no good to the farmer.

Miss PASCAL. We have been talking to Mr. Haney about this new system of celery harvesting that he has started this year in an effort to increase the amount of work that the crew puts out. He says that he has been able to pay them more and get them to work regularly. He has found that, by putting Negroes on piece work, they will make a third to a half more money per day, and Haney says that he gets his celery harvested for a third less than it cost him last year.

Mr. TIPTON. His idea seems to be to try to use the same system in vegetables as used in sugarcane.

Mr. JONES. Well, now, a Negro working in celery, as a rule, is a different type than an average bean picker. In celery work, if he gets one that holds the whole crew back—they have to work together, maintain the same pace—he will run him off and get another to take his place, but when you get 500 Negroes in a bean field, and 150 of them start this slowing up business, you are in bad shape if you start running off 150. Yes; that's the way they work. They may not leave the field but they drag along, half pick the beans, ruin your vines and don't pick proper quantities.

Mr. TIPTON. Have you any recommendations or additional thoughts that you care to give on any of the problems of the Everglades?

RECOMMENDATIONS

Mr. JONES. About the labor, I would strongly recommend that some system be worked out to register that labor or use the registration and questionnaire of the Selective Service system and some agency given authority to control labor, its migration and actual work. With this idea, under the present war conditions, the need for everyone producing to capacity, labor should be forced to give its all, so to speak. I am referring to agricultural labor. I am not taking in too much territory, and I am referring particularly to the agricultural worker in the Glades.

The Everglades experiment station has contributed in a major way to the success of the majority of the crops now grown in the Glades, as to farming practices, fertilization, pests and disease control, and it seems to me a wise provision to encourage and enlarge the scope of the work and particularly to utilize the land and facilities that are now out there. The bean growers, potato, celery, and sugar cane growers, all owe a great part of their success in the Glades to experiments conducted at the Everglades Experiment Station or through its staff. I believe, if appropriations are increased to allow additional projects or experiments more in detail, it would promote the work and, particularly, there is a lack of money for common ordinary field labor to assist the scientists.

Mr. Tipton. Thank you, Mr. Jones, for discussing these problems with us.

TESTIMONY OF JERRY WELLS (NEGRO), CAMP OKEECHOBEE, FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP, BELLE GLADE, FLA., APRIL 25, 1942

Mr. Tipton. Will you please state your name and address for the record?

Mr. Wells. Jerry Wells, South Bay, Fla.

Mr. Tipton. Are you married, Mr. Wells?

Mr. Wells. Yes, sir.

Mr. Tipton. How many are in your family?

Mr. Wells. Three of us.

Mr. Tipton. Your wife, and one child?

Mr. Wells. Yes; an adopted daughter.

Mr. Tipton. How long have you been here in this camp?

Mr. Wells. I first moved in when the camp was established.

Mr. Tipton. When was that?

Mr. Wells. About 2 years ago. They had an anniversary on the 19th.

Mr. Tipton. How long have you been in south Florida?

Mr. Wells. I visited down here in the wintertime and back up North in the summer. I've been going to one man for 10 years.

Mr. Tipton. This man that you have been going to, is he someone you worked for before you came to south Florida the first time?

Mr. Wells. Yes, sir.

Mr. Tipton. How long had you worked for him?

Mr. Wells. I came down here in '35 and then before then since 10 years ago this strawberry season I been working for him, for this man in Virginia, W. S. D. Fletcher, and I take a crew up to work for him.

Mr. Tipton. Where in Virginia?

Mr. Wells. I calls it Oak Hall, Va., but his mailing place is Withams.

Miss Pascal. Where are you from originally?

Mr. Wells. Georgia.

Miss Pascal. Were you born there?

Mr. Wells. Born in Early County, Ga.

Mr. Tipton. When did you leave there?

Mr. Wells. I left there some thirty-odd years ago.

Mr. Tipton. And where have you been in the meantime?

Mr. Wells. New Jersey, Pennsylvania, Delaware, and Florida.

Mr. Tipton. What were you doing those years that you were in New Jersey, Pennsylvania, and Delaware?

Mr. Wells. In New Jersey I was a construction worker, which you might call a hod carrier—in Pennsylvania I never did have a permanent job, unloading boats mostly.

Mr. TIPTON. How about in Delaware?

Mr. WELLS. Well, in Delaware I just helped them gather on the farm and worked at a basket mill.

Mr. TIPTON. When you were working in Delaware, what crops did you work in?

Mr. WELLS. Husking corn and watermelons, helping load watermelons. I gathered them and loaded them on the boat. I worked in the canning house, and cutting some kind of greens.

Mr. TIPTON. Then from Delaware, as I understand it, you went to Virginia.

Mr. WELLS. From Delaware I went to Virginia; I stayed in Virginia until I came here.

Mr. TIPTON. Then, since you came here have you been going back every season?

Mr. WELLS. Yes; going to Virginia every season.

Mr. TIPTON. You work for this man, Mr. Fletcher, in the summertime and come down here and work in the wintertime?

Mr. WELLS. Let me straighten you on that. I works for him until he gets his beans, strawberries, and tomatoes picked around the 11th or 10th of August, then I go to the canning house. For the last 4 years I been going to the canning house at Clayton, Del., W. L. Wheatley & Sons, then from there back to Florida.

Mr. TIPTON. You have been doing that since '35?

Mr. WELLS. Yes.

Mr. TIPTON. Every year since '35?

Mr. WELLS. I went to Phillips some few years. I go straight to Virginia, from there to Wheatley's, then back to Florida.

Mr. TIPTON. Do you expect to go up to Virginia this year again?

CORRESPONDENCE WITH FARM OPERATORS

Mr. WELLS. Well that provides, if I can find any way to get there I don't know how it is going to be to get people there. You see I have been running a truck and people haven't got money to go this year, but I am expecting to go. I got letters from all my men, that is, letters from W. S. D. Fletcher and farmers I worked for. They wrote me and want me to come.

Mr. TIPTON. Do you suppose when we get through here that you could bring those letters over so that we could copy them into the record here?

Mr. WELLS. Very easily; I can go home and get them.

Mr. TIPTON. Fine. They will be included in the record at this point.

(The letters referred to are as follows:)

CLAYTON, DEL., *June 26, 1941.*

Mr. JERRY WELLS,
Withams, Va.

DEAR JERRY: Received your letter this morning and was glad to hear from you. I am glad you are getting the help together as we are planning to have a big season on tomatoes this time. As you know, we have had plenty of work here in the past but this time we are going to pack tomatoes as we never have before. The farmers up here have more tomatoes out than ever before and the weather is favorable for a larger crop than ever before. Regarding wages, we are going to pay as much or more than any of the other canners, for as you know we always do. You go ahead, Jerry, and get us all the women peelers you can, also a few men, but do not get more men than you really have to. Keep in touch with me from time to time telling me just how you are coming along.

Best regards from the writer and Mr. Harvey, I remain,

Very truly yours,

W. L. WHEATLEY.

WLW:C.

CLAYTON, DEL., *July 22, 1941.*

Mr. JERRY WELLS,
Withams, Va.

DEAR JERRY: Received your letter this morning and was glad to hear from you. I am glad that you are getting the help without any trouble and I trust you are getting good people that will work as we sure are going to have plenty of work this year.

From the look of the tomato crop now it will be about the 10th or 15th of August when we will send after your people. I cannot tell exactly now but will let you know a little later. You can tell the help about the 10th or 15th and I will send our truck wherever you say to get you. I will want to know just how many people you will have also so I can figure just how many trucks to send. You can rest assured the camp will be in good shape with a drain for the pump and a floodlight for the camp. Your house will be clear already for you to move in.

I am glad you want to make this a good canning season as I do also. We are going to do everything we can to make it pleasant for the help and all we ask in return is that the help work when we need them and keep orderly in the camp.

Trusting this answers all your questions and assuring you we will let you know exactly the date and the time we will be after you when I receive your next letter telling me how many people you have and just where you want our truck to meet you, I remain,

Very truly yours,

W. L. WHEATLEY & SON,
By W. L. WHEATLEY.

CLAYTON, DEL., *August 5, 1941.*

Mr. JERRY WELLS,
Withams, Va.

DEAR JERRY: Received your letter and was glad to hear you have 45 or 50 good people ready to come up for tomatoes.

Our truck will be in Withams about 6 a. m. Monday morning so have your people all ready so they can load up and get up here in good time to get settled before night. I am sending Parker Mears with the truck for he knows just about where to go.

Now Jerry we are sending our large truck so you should have no trouble bringing all your people. Until I see you on Monday I remain,

Very truly yours,

W. L. WHEATLEY & SON.
By H. G. COLE.

P. S.—Be sure your people are ready when our truck gets to Withams Monday morning August 11 at 6 a. m.

HORSEY, VA., *March 24, 1942.*

Well Jerry, your letter received and was glad to hear from you to know you are living. With all the troubles is at hand you spoke of the camps was going to be close to me but I am not going to fool with it. I want to work just as we have done before. You try and bring some help when you come. I want about 15 head if you can get that many for berries and we will have beans to pick and potatoes to pick too, so we will have a plenty to do, so you can tell them so as you know we do. You write to me and let me know what you can do, we are all well as ever and hope you all are the same. Write soon and let me know what you expect to do.

I am yours truly,

C. S. SMITH & SONS.

WITHAMS, VA., *March 26, 1942.*

DEAR JERRY: Yours to hand. I wrote you at Chosen, but it was returned. Then I wrote you at Belle Glade; it has not come back, so I suppose you got that but you did not say.

Well I will need about the usual crowd 15 head, the old patches are looking very good just beginning to spring out. I put henhouse manure on all last fall and have put a coat of fertilizer the first week in March, will put on a little more this afternoon or will use up what I have left.

Now, I am going to plant 8 acres flat beans and Valentines but not any factory beans, expect to plant them close and not like I planted last year wide, as I will put corn after the beans. Now, I want these hands for beans, too. There will be some planted by all around here. Now, about the camps you spoke of, if there is to be any around here I have not heard of them as yet, I am not bothering with camps I have my own camp here which is dug and aplenty of good water, which will be as good as any other you will find, and you know you stay as long as you want, work or no work. Also all around know you are here and know I have no objection to any of you helping them after my work is over, and the stay does not cost you 1 cent.

Now, I shall expect you will write again and let you know how things are getting along. I forgot to say the young berry patch has a very good bed, but, of course, we cannot say what will happen before picking time.

Hope you, Ida, and Sister are well. The neighbors are planting potatoes. How is Randome and folks suppose they will be with you.

This is about all now. Let me hear from you. I know you and your crowd will get all the work from here you will want. You know you are established here and people come for you.

Yours,

W. S. D. FLETCHER.

WITHAMS, VA., *April 4, 1942.*

DEAR JERRY: I have just been over the berry patches, the beds are plenty big for a crop of berries and they are showing up very nice. I put henhouse manure on all of them last fall and have top dressed all with fertilizer. Some of them have two applications they should make a crop but of course we don't know what will happen. I shall plant the beans April 15. Some around will plant sooner. Roy Taylor was all ready to fertilizer down but we had a big rain last Sunday and that has held things up.

I have just learned of a camp that may be fixed about 7 miles from here—canvas tents, I understand—about 90 percent of the farmers don't want it, just a few if they can get it on their place.

Now, I am not going to fool with the camp. I have just as good as they will have there and besides I could not go for them every day, if a tire gives out on the truck it takes 30 days or more to get one and three prices for that, I understand they are charging $35 for a tire for my car that I paid $8.50 for last fall. Now you know the people around here and they know you, in other words this camp is established and you know they have always come here for you and they will keep on coming. Will write you again and don't forget I want them for the beans, too which come off just ahead of the potatoes.

John Smith says send him 10 head if you can, he asked me to tell you this.

Now don't cut me short, because if there is more than we need here there will be room close by.

Hope you all are well.

Yours,

W. L. S. FLETCHER.

ARRANGES TRANSPORTATION

Miss PASCAL. How many people have you been taking up North?

Mr. WELLS. I have took as high as 35.

Miss PASCAL. You haven't your own truck?

Mr. WELLS. No; I get someone else's and we all go in a truck. Now, this year I ain't done prepared anything, as rubber is so scarce. So that I don't know what to say about it. That's the idea. Time I gets ready this gasoline will be out and I don't know what to say about it.

Miss Pascal. How about going by train?

Mr. Wells. I couldn't carry nobody. You see it takes $18.80, before the tax come in, from Palm Beach to Wilmington, Del., and the tax got to go on to that.

Miss Pascal. Do you think that the men who are hiring these people up North would think it worthwhile to advance the money or help them out for rail transportation?

Mr. Wells. I would like to know in what way. They haven't been paying these people's fare up there. They have been paying their own fare. They want these people and just depend on me for those people. My boy left 2 weeks ago tomorrow and I got a letter from him since he been there. He is on C. S. Smith's place—potato crop—and when I get up there I stay in same house with him at W. S. D. Fletcher's. Me and my crew gathers there and then go on the Delaware. I never got any money from any of those men but 1 year and I didn't get that on transportation. It froze here and I wanted the money to live on until the beans came on again here, and when I got up there with my crew I paid back the $10.

Mr. Tipton. You said awhile ago you didn't have any truck of your own. What kind of arrangements have you been making to get your crew up there?

Mr. Wells. I just see this man. "If you got a truck, would you take me up, me and my crew." You says, "Yes." I says, "What you charge a head?" $5, $6.50 is as high as I ever paid. That is the amount it amounts to on a truck if you get a load.

Mr. Tipton. How many in a load?

Mr. Wells. I carries as high as 35 and 30. That's a pretty good load for a ton-and-a-half truck, time they carry their belongings.

Mr. Tipton. How long does it take to get up there?

Mr. Wells. I think the shortest I ever got up there was 55 hours. That was with an International and not quite new but a very new truck.

Mr. Tipton. You say you take your crew on this same route that you make?

Mr. Wells. All the crew. I take them right on around with me and bring them back when I come. They don't come back on the same truck every time, but in a truck we see, or any way to get back we can find. One year I had a fellow come in from Jersey State and left me a truck there and came down in a car and I brought the crew down in his truck. That only happened one time.

Mr. Tipton. How big is this crew that you have?

Mr. Wells. I takes more than I carry from here. I picks up all the floaters around when I leave W. S. D. Fletcher's and take them to the canning house. He wants me to bring 100 or 125 if I can get them.

Mr. Tipton. For example, do you remember how many you took last year from here to Virginia?

Mr. Wells. Virginia. Let me pause on that. I have taken 35. Some got their own transportation. Just like my boy. I write him a letter and he give it to my man when he gets there and the man let him in the house. Generally when I leave there, I leaves anything in there I wants to and Mr. Fletcher will shut the house, and it will be there when I get there next year. And when I go to Mr. Wheatley's, I nails up every shack when I leave, and, when I go back next year, I have to open them up and lets them in. I am general foreman of the colored race that work up there.

Mr. Tipton. Of this approximately 35 that went up with you from here last year, are you counting everybody or just——

Mr. Wells. Myself and all the families that wants to go with me. They are depending on me, and I don't know what I am going to do. I don't, on account of the rubber.

Mr. Tipton. Does this 35 that you mention include the women and children or only the family heads?

Mr. Wells. I take married men and all, but I don't count any as help but those large enough to work.

Mr. Tipton. Then this 35 that you told us about a while ago that went up with you from here last year, these were just the workers?

Mr. Wells. I don't count the babies and children.

Mr. Tipton. But you count the women and older children?

Mr. Wells. All of them big enough to pick strawberries I counts them as a hand. Now, when I go to the canning house he must be 21. He can work at 16, but he must produce a birth certificate; and if he don't produce a birth certificate, he can't work only on a farm picking tomatoes or some help for white folks around the house or something like that.

Mr. Tipton. Can you tell us approximately how many children, whom you wouldn't count as workers, went along with this 35 workers last year?

Mr. Wells. Not but three.

Mr. Tipton. But sometimes, I suppose, there might be less or more than that?

Mr. Wells. Sometimes more, sometimes none. I don't want people that takes a lot of little small children. It takes up room in the truck.

Mr. Tipton. I suppose, also, that cuts down on the people who would be available for work after they get up there if there are very small children to care for in the family?

Mr. Wells. That's right.

ACTS AS FOREMAN AND LEADER

Miss Pascal. Just what is your relation to your crew?

Mr. Wells. Just foreman like I say.

Miss Pascal. Then you make arrangements with the grower?

Mr. Wells. Yes, sir; or the cannery. They don't have anything to do but look to me and if they want to know anything concerning anything around the camp they come to me and, if I can't fix it, I go see the boss. He will send a clean-up man or anything of that kind.

Miss Pascal. On the other hand, when your crew have anything that they may want to take up with the boss, they come to you instead of going to the boss, and you take it up with the boss?

Mr. Wells. Not all the time. Sometimes they go to the boss and he will tell them, "See Jerry."

Miss Pascal. Do you hire your crew out on a contract basis?

Mr. Wells. Don't use no contract whatever. I just act as a leader.

Miss Pascal. To get them work?

Mr. Wells. That's right.

Miss Pascal. So, while you handle all arrangements with the farmer, each one of your crew is listed on his books and paid individually?

Mr. Wells. Individually. He doesn't pay us. He pays me for any trouble I take but it doesn't come out of the crew's pocket. When I work, they get just as much for what they do as I do. If I pick a quart of strawberries, I get 3 cents or whatever they pay, and they get the same. If they go to the canning house, they work by the hour. I get the same thing they do, so far as I get my pay at the canning house. I am also what you call a camp foreman and the boss gives me so much to keep them straight, from fighting, getting drunk, you know, like that, to keep them quiet as I can. Then the end of the season he says, "Here Jerry; is so much for your trouble." There is no special charges on the crew.

SIZE OF CREW

Mr. Tipton. What is the largest number that you ever made arrangements for between south Florida and Virginia, or between Delaware and south Florida again?

Mr. Wells. Fifty-three from here to Virginia and 85 that I made arrangements for from Virginia to Delaware. They don't all go on my truck or the boss's truck sent down after us. He sends after us but if they don't go with me or in the boss's truck they see me and I give them a letter and they carry it to the boss to get a shack.

Mr. Tipton. When you are up North do you get letters from growers down here?

Mr. Wells. Never had any letters down here from any one down here. They are looking for me to come. When they find I come, then they come to see me if they want me to work for them. In general, the man I work for down here is in Tennessee, on vacation, or somewhere, during the summer but work in the winter here.

TRANSPORTATION BACK TO FLORIDA

Mr. Tipton. How do you come back South in the fall?

Mr. Wells. In the fall there are several trucks from here going all the way to New York, probably split up and gone different places, and they come by and call at the canning houses and pick up the people, the Florida people, and bring them back home. There are never none left that can't get back.

Mr. Tipton. And these trucks that you are talking about now are the trucks of Florida growers?

Mr. Wells. Oh, no; individual trucks. Anybody that's got a truck that's able to carry me up, I get it. No; I say that the trucks come up to bring the Florida people back down but they are individual trucks already up there and carry a load just like I do and they bring it back. Some of them buy a whole lot of cars and they bring some people back. One man will buy a car and he brings back four or five, and that's the way they get back.

Mr. TIPTON. Do you know of any cases in which growers down here in Belle Glade or Pahokee or around the lake have sent trucks up there to bring them back?

Mr. WELLS. No, sir. When we come back to Florida, they will be pouring from every road, people that went up to the North coming down to the bean season and every day there is from 30 to 40 cars and trucks and truckloads coming in. Coming into the lake from every part up that way.

Miss PASCAL. Some of the Florida growers who send trucks up to Georgia to bring people down to work here in the winter tell us that they have been stopped by the police, that the local people up in Georgia don't want the laborers trucked out of the towns. Is that correct?

Mr. WELLS. That's hearsay with me. I have never experienced it. A man out here working for a big grower, Mrs. Ruth Wedgworth, they sent a truck up once or twice and I heard some of the people say that they stopped the people at this little town. So later they got the people to walk from the one town to the next town and loaded them up.

PAY HIGHER IN THE NORTH

Mr. TIPTON. How many months of the year do you spend here in Belle Glade?

Mr. WELLS. It's pretty near as half as you can get it—6 and 6.

Mr. TIPTON. In general, what is your opinion as to where you fare the best? In other words, in your experience, do you and your crew make better earnings the 6 months you spend down here or better in the 6 months you spend up North?

Mr. WELLS. Make more up North, they pay more.

Mr. TIPTON. That is, they pay more per hour?

Mr. WELLS. Yes.

Mr. TIPTON. How about piece rates up there, so much a bushel, so much a hamper. Are they higher, too?

Mr. WELLS. Hampers run pretty nearly even.

Mr. TIPTON. From last year, do you remember what the hourly wage rate was up there?

Mr. WELLS. Thirty cents.

Mr. TIPTON. Is work steadier up there?

HOUSING

Mr. WELLS. I make more money, but since the camp is here this is the best living quarters.

Mr. TIPTON. What kind of living quarters did you have down here before the camp was established?

Mr. WELLS. Well, living in condemned houses. They condemned the houses, then we had to move out, over here.

Mr. TIPTON. How long had you lived in those condemned houses?

Mr. WELLS. I just stayed those 6 months down here, and every time I would come I would stay in one of them. I would live in one of those houses at Chosen, Fla. What they call "Hector's Quarters." The board of health condemned them and then we moved.

Mr. TIPTON. At about that time the camp opened up here, so you moved over to the camp?

Mr. WELLS. I have been living in the camp every time I come back.

Mr. TIPTON. How do you find quarters up in Virginia and Delaware?

Mr. WELLS. Where I stay at we have a pretty good house to stay in. It was a house built for a garage and a big door in the middle. It shuts to, like garage doors. I made a hall in the middle. I put so many beds on that side [indicating], so many on this side and I just cut it off bed length, and that man and his family over there, and that one down there, and that one down there. It was six bed lengths long on each side. Then the man had another farm dwelling house. When I carried the 53 we stayed in there; one part of it.

Mr. TIPTON. How about the Delaware place?

Mr. WELLS. Delaware is all right. They got a house like the other, 24 rooms to it, concrete blocks, and its got the same hall in the middle with the rooms cut off, and then he has 14 rooms in a wooden lean-to shed.

Mr. TIPTON. How did the quarters that you had up North compare with the quarters that you had down here before the camp was established?

Mr. WELLS. Well, those up there were the best in one way but not better than mine down here because I was living with a man and working for him and I fixed mine like I wanted. Bought me paper, and I papered mine on the inside to keep out the air and everything out.

Mr. TIPTON. But, for the rest of your crew, houses were better up North than down here?

Mr. WELLS. Yes; I should say so.

Mr. TIPTON. How about the camp here?

Mr. WELLS. They couldn't hardly be better. For nothing, you might say. We only pay $1.60 a week here or pay $1 and 2 hours work, that is, each week now. We have a wash house here, and ironing boards, washtubs, shower baths, a small little cannery. All the food you gather up, you can can free of charge. They may take one can out of 14.

HARVESTS BEANS AND POTATOES

Miss PASCAL. What kind of work have you been doing here this winter?

Mr. WELLS. I don't do anything but piece work.

Miss PASCAL. What crops?

Mr. WELLS. Gathering beans, picking beans, scratching white potatoes, something like that.

Mr. TIPTON. What do you mean by scratching?

Mr. WELLS. Scratching them up out of the ground. You see the ground is very soft. They are right on top of the ground like that. You just pull the ground open and put them in the box. A box holds a bushel.

Mr. TIPTON. Then the potatoes that you have to scratch out are not first loosened with a digger?

Mr. WELLS. Some places dig with a digger and you pick them up, but not the ones I have done. I scratch with my hands. Because those you pick up behind a digger is day work and I don't do any day work very much.

Mr. TIPTON. How much do they pay for scratching them up by the box?

Mr. WELLS. According to how good—so much a box. Some of them pay 10 cents, 5, 6, 7, so that in a particular field, if the crop was not very good, you would get more per box.

Miss PASCAL. Have they been paying more for scratching up potatoes this year than last?

Mr. WELLS. There haven't been so many. I haven't been in it this season at all. I don't know just what they pay this year—$1.75 a day or something like that.

Miss PASCAL. How about prices for beans?

Mr. WELLS. The price for beans at this time? Twenty-five, thirty, and thirty-five cents.

Miss PASCAL. What's the highest price for picking beans you know of paid this year?

Mr. WELLS. That I know of? Thirty-five is the highest I know of. A truck was here this morning advertising 40 cents, but I didn't go on that truck. I am working for a man, walk the fields for him and check for him, gets a load here and carry it to him in the truck and that's the only one I can tell you about.

Miss PASCAL. When you are down here, do you act as a leader for your crew in getting them work in the same way that you do in making arrangements for work up North?

Mr. WELLS. I don't have any crew here. The man comes to our house to tell me that he is going to send a truck next day. He tells me how the beans are, what he is going to pay for them, what kind they are. And I take and load the truck out there and carry the truck to him and check with the same crew.

TRANSPORTATION PROBLEM

Mr. TIPTON. Are you planning to make the same trip this year that you made in previous years?

Mr. WELLS. I am afraid to take a chance on nobody's truck. If he should get out of a tire, he can't get another, and people will have already paid me for transportation and, if we run out of tires, have a blow-out and we haven't money to go on further or nothing, just sit by the side of the road—that's the idea. So I don't know. The fellow that is got a truck to take the people, and good tires, he will charge so much that they can't go.

Mr. TIPTON. So that in order to get up there to work in those crops you have to have tires, gasoline or some assurance that——

Mr. WELLS. That's it, some assurance to insure Mr. Fletcher, Mr. Smith, to get the hands that they are writing me for this year.

Mr. TIPTON. Have you made any attempt, so far, to make definite arrangements for transportation to Virginia?

Mr. WELLS. I asked one fellow and he told me he would charge $6 a head. Since that time I heard that the ferry had quit running and that would compel us to go around by Washington and Baltimore and come down in that neck. Now since that happened, I haven't talked with him. I don't know what he would charge. It would be over 400 miles out of the way. He would probably charge $12, so that's why I don't know what to say. People don't have no such money. The beans is all drowned out here, and the best they can do is make $1 or $1.50 a day. By the time they pay rent and eat, at the price of groceries, when the season is done they can't go nowhere. I am right along with them. I generally have $150 or $200 and, if anything happens, I always help them out but I am not in shape this year.

Miss PASCAL. How much do you think people could afford to pay for the trip up north this year?

Mr. WELLS. This year? I don't know whether the crew could even feed itself. They would have to pay their own ferry fare, and that's 53 cents each head across the ferry, and then they has to eat all the way along and it generally takes 2½ or 3 days and nights to go up there, with common trucks, you see.

Mr. TIPTON. Do any of the people in your crew have cars that they could drive up?

Mr. WELLS. My boy. I gave him a letter to the man. He had a car. I have generally sent five to six cars. I have a colored fellow I didn't mention. I carried him eight hands last year and there was two cars there. C. S. Smith, there was two cars there. W. S. D. Fletcher, one car and the people on the truck. I can't carry as many as I want on a truck because, by the time they put their luggage on, 25 is a good load in there.

Mr. TIPTON. How are these cars for tires?

Mr. WELLS. All poor; very poor, very poor. My boy happened to have five tires and I was reading in the paper where gas is going to get up. They jumped up and left, ahead of the season. There was nothing to do here and they wanted to get north before there was no gasoline.

Mr. TIPTON. How soon can you go to work after you get there by truck?

Mr. WELLS. Generally go to work as soon as they can get rested up 3 or 4 days, unless I go there too early to keep other fellows from getting my crew. I sometimes go 5 or 6 days too early.

Mr. TIPTON. But you need at least a couple of days to rest up?

Mr. WELLS. Something like that. I have come up there and got there in the morning at 6 o'clock and went to picking tomorrow morning. But they are so sore from the ride. I make seats across. I got seats made on each side of the truck and they sit all the way this way [motioning] and one across the front and the luggage in the middle and then put up a rack on the body and all the suitcases on the rack. That's up over the head and so far in the front, not all the way back.

Miss PASCAL. And you don't think any kind of suitable railroad transportation could be arranged?

Mr. WELLS. I don't think so. The truck is the cheapest way they can get there. It is cheaper than a bus. You see, it is only $5, $6, or $7. If you go on the train you have to go from here to Washington. You have to go from there to Wilmington on the train, and then you have to come back down to 60 miles from Cape Charles. That's where I am located, 60 miles on the other side of Cape Charles. That's way over a thousand miles. There is a truck in Belle Glade, from the State of New York, to take hands up tonight to work in a nursery.

Mr. TIPTON. Have there been others?

Mr. WELLS. He wants to make one load tonight and come back next week to get another. He has been here 4 or 5 days. A boy told me in the field, he had 15 for him but he don't want nothing but men. There is nothing much a nursery would have that a woman can do. Floaters with no wives can go. I don't know what he is going to charge for transportation. He is going to feed them until he gets there. I don't know what he is going to charge them foı transportation.

Mr. Tipton. Do you think there is any chance of men like Mr. Fletcher sending trucks down here for you?

Mr. Wells. Mr. Fletcher ain't got no truck. I wrote him. There's a Government camp on that side of the bay; two of them. The Government has put two camps there, tents, so they was described here, and boarded up on the sides and tent tops, and I wrote him whether he is going to cooperate with the Government camp or wanted people on his place, and he said he wanted them on his place. Both Smith and him wouldn't fool with the camp because he might bust a tire going there after them and it would take him 30 days to get another. That's in my letter from Fletcher.

Mr. Tipton. Can you give us an estimate, based on your experience, of the number of people from this region who go to northern States every year?

Mr. Wells. Oh, I don't never be here in the summer but they tell me there is no one here.

Mr. Tipton. And you run into a lot of people up there, that you know from down here?

Mr. Wells. Yes.

Mr. Tipton. So that you know there are a lot of people who come down here in the wintertime and go up there in the summertime.

Mr. Wells. Yes. In my neighborhood in Virginia I have three postoffices. They are Withams, Jenkins Bridge, and Oak Hall. Now I am right here [indicating]. I sit in the middle here and all the way round there is nothing but people from here every year. Over 150 to 200 will be right in my neighborhood. I go as high as 9 miles from where I am to help another fellow gather beans. One day I am here. Next day there. Don't plant big crops like here but continual work.

Mr. Tipton. I believe that's all we have. Thank you very much for this information.

TESTIMONY OF EDWARD CARTER, CAMP OSCEOLA, FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP, BELLE GLADE, FLA., APRIL 25, 1942

Mr. Tipton. Will you give your name for the record?

Mr. Carter. Edward Carter, Chosen, Fla.

Mr. Tipton. Do you live at the camp?

Mr. Carter. Yes; I work here in the camp.

Miss Pascal. Do you do any work in the packing houses?

Mr. Carter. No; not now. I did until I got this job.

Mr. Tipton. How long have you worked in the camp?

Mr. Carter. Let's see; I have been here only about 6 weeks.

Mr. Tipton. And you worked in the packing houses until about 6 weeks ago?

Mr. Carter. That's right.

Mr. TIPTON. What did you do in the packing houses, Mr. Carter?

Mr. CARTER. I culled beans for awhile and trucked a little and then I spread celery.

PREFERS WORKING IN CELERY HOUSE

Mr. TIPTON. Which do you prefer, working in the bean houses or in the celery house?

Mr. CARTER. I would rather work in the celery.

Mr. TIPTON. Why?

Mr. CARTER. More regular. You have a time to go to work and a time to quit. Bean houses, you go to work sometime during the day and quit when you run out of beans; 5 or 6 o'clock the next morning, maybe.

Miss PASCAL. Is celery work harder than bean work?

Mr. CARTER. No, ma'am.

Mr. TIPTON. A celery house is wetter than a bean house; isn't it?

Mr. CARTER. Some parts of it; yes. You have to work in the water but they have good protection—rubber aprons, boots, and gloves.

Miss PASCAL. Does the celery house furnish everybody with boots, aprons, and gloves?

Mr. CARTER. Yes.

Miss PASCAL. Can you make more money working in a bean house or a celery house?

Mr. CARTER. Well, when beans are good, that is, plenty of them, you can make a little more money in beans because you make more hours, but they are such uneven hours. They pay the same price per hour.

Mr. TIPTON. So that some days are better in beans but celery is steadier?

Mr. CARTER. Yes; that's right. On an average you make more money in celery than you do in beans.

Mr. TIPTON. How many are there in your family, Mr. Carter?

Mr. CARTER. Eight.

Mr. TIPTON. You, your wife and six children?

Mr. CARTER. Yes; that's right.

Mr. TIPTON. How many of you work in the packing plant?

Mr. CARTER. Not any, at the present time.

Mr. TIPTON. But have some other members of your family worked there in the past?

Mr. CARTER. My wife.

Mr. TIPTON. None of your children?

Mr. CARTER. No; my children are all small.

Mr. TIPTON. Where are you from originally?

Mr. CARTER. Harrisburg, Ark.

Mr. TIPTON. What did you do up there, Mr. Carter?

Mr. CARTER. Farmed.

Mr. TIPTON. What kind of farm?

Mr. CARTER. Cotton, corn mostly, a little hay.

Miss PASCAL. Did you own the farm or rent?

Mr. CARTER. On shares—thirds and fourths.

Miss PASCAL. When did you leave Arkansas?

Mr. CARTER. I left in December 1941.

Mr. TIPTON. So that you have only been down here a few months?

Mr. CARTER. Yes.

REASON FOR LEAVING ARKANSAS

Mr. TIPTON. Why did you happen to leave Arkansas?

Mr. CARTER. Well, the place I was on was sold and I couldn't find more land without giving a third of the cotton and $8 an acre for the corn, and on an average about 20 bushels to the acre is what you make, and I figured that 50 cents a bushel was what the corn was selling at at that time, so that would be $10. That would give me $2 an acre for farming corn land. I couldn't see anything in that.

Mr. TIPTON. You say they wanted a third on cotton. Previously how much had you been giving?

Mr. CARTER. A fourth.

Mr. TIPTON. Is this increase from a fourth to a third very general in Arkansas?

Mr. CARTER. Yes; it is mostly all over.

Mr. TIPTON. When you left Arkansas, how did you happen to pick out Florida?

Mr. CARTER. My wife's folks are all here; and my brother.

Mr. TIPTON. Then you came down here originally to work in the packing plants?

Mr. CARTER. In vegetables.

Mr. TIPTON. And since you have been down here you have worked in the packing houses, then you went to work here? Have you ever done any field work of any kind here?

Mr. CARTER. No, sir.

Miss PASCAL. What do you think you are going to do this summer?

Mr. CARTER. Well, I have a job here, so far as I can reckon, until the first of July. Then I don't know just what.

Mr. TIPTON. Have you any idea of going into any other region?

Mr. CARTER. If I don't get work here I am going back to Arkansas.

Mr. TIPTON. What do you plan to do?

Mr. CARTER. Pick cotton this fall and then I'm going to farm again if I can get the land.

Mr. TIPTON. Then you will start farming cotton on thirds?

Mr. CARTER. Well, I guess I will have to.

Miss PASCAL. Do you think you can make out better in Arkansas than you could down here?

Mr. CARTER. Unless I can keep steady employment; yes, ma'am.

Mr. TIPTON. If you can't find a piece of land in Arkansas, in case you go up there, do you plan to come back down here?

Mr. CARTER. I will probably work by the day until another season down here and then come back.

Mr. TIPTON. Do you feel you have done pretty well since you have been down here? Are you glad you came down?

Mr. CARTER. Yes, sir.

Mr. TIPTON. And you would come back unless you could get a place of your own to farm in Arkansas?

Mr. CARTER. Unless I could get a good job with pretty fair wages on a farm. If I could I would stay with it.

Mr. TIPTON. What are farm wages in Arkansas?

Mr. CARTER. $1.50 a day.

Mr. Tipton. Is that more than it was a couple of years ago?

Mr. Carter. Yes, sir; 50 cents more.

Mr. Tipton. It used to be $1?

Mr. Carter. Yes, sir.

Mr. Tipton. Do you mean that if you could get a day labor job up there for $1.50 a day that you wouldn't want to come back down here?

Mr. Carter. No; at present prices I would have to have $2 a day to make a living.

Mr. Tipton. But if you had $2 a day you would rather stay in Arkansas than come back down here?

Mr. Carter. Yes.

Mr. Tipton. How much could you make when you were working over in the packing house here when you first came down?

Mr. Carter. My earnings run from $8 to $15 a week.

Mr. Tipton. Would you say that was about an average both for beans and celery?

Mr. Carter. Yes, sir.

Mr. Tipton. How much of the time that you worked in the packing plants here did you work in beans and how much in celery?

Mr. Carter. I worked a little more in celery than beans. I don't know exactly how much.

Mr. Tipton. You have your own car?

Mr. Carter. Pick-up truck.

Mr. Tipton. And you came down in this from Arkansas?

Mr. Carter. Yes.

Mr. Tipton. And when you go back you expect to use it to get back?

Mr. Carter. Yes.

Mr. Tipton. How are your tires?

Mr. Carter. I got three the same as new and a ruined one.

Mr. Tipton. You have enough rubber, do you think, to get back up to Arkansas.

Mr. Carter. No, sir.

Mr. Tipton. How about your spare?

Mr. Carter. Haven't got a spare. Some one "borrowed" it.

Mr. Tipton. How do you expect to get your truck back up there?

Mr. Carter. I thought maybe I might find an extra somewhere. I might buy a second-hand one, a retread or something or other before I got ready to go.

WOULD LIKE TO FARM IN FLORIDA

Mr. Tipton. What do you think about this country down here, Mr. Carter?

Mr. Carter. I like it fine if I could get out on a farm somewhere but I haven't been able to do that.

Mr. Tipton. You would like to farm for yourself?

Mr. Carter. Yes.

Mr. Tipton. And you think you could make a go of this vegetable business?

Mr. Carter. I do.

Mr. Tipton. Your experience has always been with cotton and corn and your own family truck gardening?

Mr. Carter. Yes.

Mr. Tipton. But you think you could learn how things are done down here well enough to make a success of it?

Mr. Carter. That's right. I am always willing to take advice.

Mr. Tipton. If you could go into farming how big a piece of land would you be looking for?

Mr. Carter. That depends on equipment I could get to handle it with. If I only figured on handling it with a horse or push plow, about 40 acres.

Mr. Tipton. You think you could handle 40 acres with either a horse or push plow?

Mr. Carter. By hiring a little extra labor at odd times.

Miss Pascal. Is much land around here for rent in small lots like that?

Mr. Carter. I don't know about small lots but I've heard about land being for rent down here, but I haven't been able to equip myself for handling it.

Mr. Tipton. Have you ever inquired around about the possibilities of renting 40 acres or 20 acres or so?

Mr. Carter. No, sir.

Mr. Tipton. Do you know of any other people down here who have been trying to rent or have rented small pieces of land?

Mr. Carter. No, sir; I don't believe I have.

Miss Pascal. Well, we thank you for telling us about yourself and your work.

TESTIMONY OF WILLIAM GRABER, BELLE GLADE, FLA., APRIL 27, 1942

Mr. Tipton. Will you give your name for the record?

Mr. Graber. My name is William Graber, Box 743, Belle Glade. My address in Ohio is R. F. D. 2, Hartville, Ohio. The name of our outfit is Jacob Graber.

Mr. Tipton. Jacob Graber, I suppose, is your father?

Mr. Graber. Yes; that's right.

Mr. Tipton. How long have you been farming here in Belle Glade?

Mr. Graber. This is our second winter.

Mr. Tipton. You farm in the North as well?

Mr. Graber. Yes.

Mr. Tipton. That's at Hartville?

Mr. Graber. That's right.

Mr. Tipton. How much acreage do you farm here?

Mr. Graber. Two hundred acres here.

Mr. Tipton. That is, you rent 200 acres of land?

Mr. Graber. Yes.

Mr. Tipton. What do you grow here?

Mr. Graber. Our main crop is radishes, and then we grow endive and escarole. Chinese cabbage and beans and some lettuce. I guess that about covers it.

Mr. Tipton. You say your main crop is radishes. How many of the 200 acres do you use for radishes?

Mr. Graber. You see, we get about five crops a season off of an acre and about 100 acres is in radishes.

Mr. TIPTON. So that actually during the course of the season your 100 acres produce about 500 acres of radishes?

Mr. GRABER. That's right.

Mr. TIPTON. How many crops of these other vegetables do you get?

Mr. GRABER. We only get one of the endive and escarole and Chinese cabbage. We only get one crop a season.

Mr. TIPTON. How about beans? Do you crop that acreage more than once?

Mr. GRABER. You can get a crop in the fall and spring. This year we had a spring crop. Next year we are figuring on a fall crop, too.

Mr. TIPTON. Do you plan to use about the same amount of acreage here next year?

Mr. GRABER. We may step it up about 40 acres.

Mr. TIPTON. So that it would be about 240 acres?

Mr. GRABER. Yes.

Miss PASCAL. Are you going to put the same amount in radishes next year?

Mr. GRABER. I couldn't say to that. You know, they classed radishes as a luxury and it may be difficult to get rubber bands and baskets for the radishes, so we may have to switch over to something else, which I will be glad to do if I have to, but we are still planning on radishes if everything goes the same. I don't think we will step the radishes up any.

Miss PASCAL. What acreage did you plant here last year?

Mr. GRABER. Two hundred for the 2 years.

FARMS 400 ACRES IN OHIO

Miss PASCAL. How much land do you farm in Ohio?

Mr. GRABER. About 400 acres.

Miss PASCAL. What are your principal crops there?

Mr. GRABER. Radishes, green onions and carrots, spinach and dry onions, potatoes, some beans, red beets, endive, escarole, Chinese cabbage. I guess that covers it.

Mr. TIPTON. Are radishes your most important single crop up there as they are here?

Mr. GRABER. Yes; I would say that it is now.

Mr. TIPTON. Can you tell us about how many of the 400 acres you use for radishes?

Mr. GRABER. I would say we would use 150 for radishes.

Mr. TIPTON. Can you get as many crops of radishes on the same piece of land there?

Mr. GRABER. Yes; from four to five.

Mr. TIPTON. Is that muck land up there?

Mr. GRABER. Yes; the same as down here.

Mr. TIPTON. Do you own the land up there or do you rent?

Mr. GRABER. We own about 125 acres and rent about 275.

Mr. TIPTON. Do you own any land here?

Mr. GRABER. No; we rent it all.

Mr. TIPTON. How long have you been farming in Ohio?

Mr. GRABER. This is the second year that I have had any interest in it, but Dad has been farming for about 25 years.

Mr. TIPTON. The same kind of farming?

Mr. GRABER. Yes.

REASONS FOR FARMING IN FLORIDA

Mr. Tipton. How did you come to begin farming down here?

Mr. Graber. Well, it was more or less to hold our employees. We could work them in the North in the summer and come down here and farm in the winter. That keeps them more satisfied and you can hold your better men. This labor business is getting to be a problem.

Mr. Tipton. Any other reasons for it?

Mr. Graber. That's the main reason. We have about nine good commission houses that we do like to keep supplied, as near as we can, the year round and that would be one point in coming down here. By farming down here we can use our machinery the year round, too. The depreciation on it wouldn't be as great as if it was setting still in the winter.

Miss Pascal. Do you find it costs you a great deal to haul your machinery down here?

Mr. Graber. No. The cost isn't so great on that. The trucks have to come down anyhow and they might just as well bring a load with them. I have an idea the cost of hauling the equipment would be around $200 a load.

Mr. Tipton. How much and what type of equipment do you bring?

Mr. Graber. We bring two caterpillar tractors. We bring four planters and cultivators. Those tractors are two-wheel jobs, the Planet Jr. tractors. Then, our washer to wash the radishes in a packing house and the handle machine for the baskets and there are a few odds and ends, tools that you throw on that would be too numerous to mention.

Mr. Tipton. How many trucks do you bring down?

Mr. Graber. Six.

Mr. Tipton. What proportion of the year and what months are you down here and what months in Ohio?

Mr. Graber. From the 1st of October to about the 15th of May here.

Mr. Tipton. That's the time you are actually here.

Mr. Graber. We plan to get down about the 1st of October and leave about the 15th of May.

Mr. Tipton. The rest of the time you are operating up there?

Mr. Graber. That's right. The operation in Ohio is going on right now, whether I am there or not. They start up there about the middle to the latter part of March.

100 REGULAR EMPLOYEES

Miss Pascal. About how many workers do you bring down here with you?

Mr. Graber. About 100.

Mr. Tipton. Are those white or colored?

Mr. Graber. Both.

Miss Pascal. Can you give us an idea of the proportion?

Mr. Graber. There are about 65 colored and about 35 of the whites.

Mr. Tipton. Are those regular employees?

Mr. GRABER. Yes.

Mr. TIPTON. Do you have much turn-over with either group or do you have pretty much the same people year after year?

Mr. GRABER. We have pretty much the same people year after year. There will be a few of them that will leave, but there are pretty much the same ones year in and year out.

Miss PASCAL. Growers down here tell us that they usually don't have a very permanent work force, and they say that they have had an exceptionally high turn-over this year. Have you noticed an increased turn-over among the people you have been employing down here?

Mr. GRABER. More or less in the beans right now. I am having more trouble with labor than in any other phase of it.

Miss PASCAL. Of course, you hire additional people besides the 100 you bring down here?

Mr. GRABER. Yes.

Miss PASCAL. Do you just hire them for some of the harvesting, for example, your bean crop?

Mr. GRABER. That's right. If I need 100 today and I only have 50 of my own, I will go down in the quarters and try to pick up enough to fill that in.

Miss PASCAL. Have you noticed any more turn-over among your regular people that you bring down from Ohio this year than before?

Mr. GRABER. Maybe a little. You know, it is getting so it is harder to please them every year and now they can get jobs in defense industries—which sometimes I don't blame them for taking because they can make a lot more money there than what they can working on a farm.

Miss PASCAL. Did the people that left you mostly go into other farm jobs around here or into defense jobs?

Mr. GRABER. Most of them went into defense jobs and some of them went to the Army.

Miss PASCAL. Did you find any going into bean picking here?

Mr. GRABER. You see, this time of the year I don't work my crew steady and when they are not working for me they go and pick beans for someone else.

Mr. TIPTON. Do you have any difficulty in getting them back then?

Mr. GRABER. No; all I have to do is to go down in the evening and tell one of my boys to have the crew rounded up for the next morning and they will all be there.

Mr. TIPTON. That's because they know you are going to have work for them the bulk of the year, either here or in Ohio, and consequently they will stick to you?

Mr. GRABER. Yes; that's right.

Mr. TIPTON. Have you had any difficulty this year in getting sufficient harvest labor, extra harvest labor, either for beans or any other crops?

Mr. GRABER. No; I haven't had any trouble yet.

Mr. TIPTON. Do you anticipate that you will have any trouble?

Mr. GRABER. I don't believe that there will be any difficulty this year. I believe we can get all that we need this year, but next year—that's still next year.

Mr. Tipton. Have you ever used the Employment Service to get help?

Mr. Graber. No; we have never had to do that yet.

HOUSING

Mr. Tipton. When you are down here where do your regular workers live?

Mr. Graber. They live in the colored quarters in Belle Glade.

Mr. Tipton. How about the whites?

Mr. Graber. They live in rooming houses—wherever they can get rooms.

Mr. Tipton. Do you know whether any of them, either white or colored, live in the migratory camps?

Mr. Graber. Some of them live in the migratory camps. I don't think any of our colored do, but I would say we have seven families of whites in the migratory camps.

Mr. Tipton. And when you are using them, you send your truck into town to pick them up?

Mr. Graber. That's right.

Miss Pascal. Do your trucks go down to the camp or do the whites come up?

Mr. Graber. I send the truck down to the camp there every night with the men. They drive a truck down there every night and that's what they come in, in the morning.

Mr. Tipton. So that one of the fellows lives in the camp and brings the truck down at night and back in the morning?

Mr. Graber. Yes; he has charge of it.

Mr. Tipton. Then he picks up those people and goes to town and brings the rest?

Mr. Graber. Yes; he picks up the rest of the whites and takes them to the field and then the other truck goes down to the quarters and picks up the colored.

Mr. Tipton. Do you have the same arrangements in Ohio?

Mr. Graber. We have our own colored quarters in Ohio.

Mr. Tipton. How about the whites?

Mr. Graber. The biggest majority of our white employees live on the farm, too. We have 1 house that holds 4 families and we have another one that holds 3, another one that holds 4, and then we have 3 that 1 family has. Then, the balance of them live in rooming houses—the single men. Then we have a boarding house, too, that we keep about 25 single men in.

Mr. Tipton. Have you thought at all of the possibilities of establishing quarters down here so that you would have your help housed on the farm?

Mr. Graber. I have been thinking about that since I started picking beans and, if we continue to come down here another year or two, I have an idea we will have our own colored quarters.

Mr. Tipton. Then, so far as you can tell now, would you plan to continue renting the same piece of ground and build quarters there or would you get a piece of ground some place else and establish quarters, not necessarily on the farm?

Mr. GRABER. Well, if we keep coming down here and everything works out all right, I have an idea we will buy some land down here and then put up our own quarters. This war holds the fate to it all right now. It all depends on what happens.

WHITE AND COLORED WORK TOGETHER

Mr. TIPTON. You said you had about 65 colored and about 35 whites. Do the whites work in the field right along with the colored, or do they do different types of work?

Mr. GRABER. Well, I try to keep them separated as much as I can, but a lot of times they work side by side. In the packing house, the white boys work right along with the colored boys. That is true both down here and in Ohio.

Mr. TIPTON. Were most of these whites that you bring down here, the ones who have worked for you in the North, originally hired in Ohio?

Mr. GRABER. Yes; that's right.

Mr. TIPTON. How about the Negroes?

Mr. GRABER. No; I got all of the colored from down here.

Mr. TIPTON. In other words, you have made up your labor force from the whites whom you previously had employed in Ohio plus the Negroes whom you picked up down here, and you now transport Negroes back to Ohio and whites down to Florida?

Mr. GRABER. That's right. We used to work only whites, but they are too hard to get now. You can get quite a few of the whites yet, but the kind that is running loose now aren't much good.

Mr. TIPTON. So that, in a sense, the fact that you have established this kind of a permanent crew can be considered an additional advantage in coming down here to farm? You have built up a crew of people that you have picked up down here, that are now helpful to you in your Ohio operation?

Mr. GRABER. And we almost have to come down here to hold them.

OTHER INTERSTATE GROWERS

Miss PASCAL. Do you know of any other farmers who operate in the North in the summer and down here in the winter?

Mr. GRABER. Chapman and Smith. That's all around the Glades.

Miss PASCAL. What sort of farming do Chapman and Smith do?

Mr. GRABER. They do the same kind of farming I do.

Mr. TIPTON. Where are they from?

Mr. GRABER. Hartville, Ohio.

Mr. TIPTON. Can you tell us about how long they have been coming down here?

Mr. GRABER. I think this is Chapman's eighth year down here.

Mr. TIPTON. How about Smith?

Mr. GRABER. He has been farming down here 3 years now.

Mr. TIPTON. Do you know whether there are any more of the farmers up in Ohio who are considering the same sort of thing?

Mr. GRABER. I don't believe right now.

Mr. TIPTON. That is, no one in your section?

Mr. GRABER. No; not that I know of.

Mr. Tipton. Can you tell us if Chapman and Smith have the same arrangements with their labor force that you have?

Mr. Graber. Smith doesn't. I don't know what set-up Chapman has. I know that Smith doesn't carry his workers back and forth.

Mr. Tipton. He takes his chances both in Ohio and down here?

Mr. Graber. Yes; that's right.

Mr. Tipton. But you think your arrangement is better?

Mr. Graber. I know it is.

Mr. Tipton. Can you give us a rough idea of the acreage that Chapman and Smith farm down here and in Ohio?

Mr. Graber. I couldn't tell you to the exact amount but, approximately, I think Smith farmed about 60 acres down here and Chapman, I think, had 160.

Mr. Tipton. About how much acreage do they operate in Ohio?

Mr. Graber. I couldn't tell you about Smith. I think Chapman has somewhere between 150 and 200 acres in Ohio.

Miss Pascal. Down here did Chapman and Smith plant their entire acreages in radishes or how much did they have in other crops?

Mr. Graber. I don't know that, but not all in radishes.

Mr. Tipton. Are their operations, with regard to crops grown, about the same as yours?

Mr. Graber. Smith didn't raise any radishes here. Chapman's main crop was radishes.

Miss Pascal. What was Smith raising down here?

Mr. Graber. Endive, lettuce, and Chinese cabbage.

Mr. Tipton. Now, when you are down here you ship your produce through in carload lots to the same commission houses that you ship to when you are operating in the summertime in Ohio?

Mr. Graber. That's right.

Mr. Tipton. In what markets are these commission houses?

Mr. Graber. New York, Philadelphia, Chicago, Washington, Baltimore, Pittsburgh, Cleveland, St. Louis, Youngstown. I guess that covers it.

COST OF DISTRIBUTION

Mr. Tipton. Can you tell us something about the comparative cost of growing your various crops down here and in Ohio?

Mr. Graber. Well, when you ask that I kind of wish Dad was here. He has been in this for about 27 years now. He can tell you that stuff pretty quick, but I know that it costs more to grow down here than it does in the North, and there is quite a little bit of difference too.

Mr. Tipton. What factors in growing costs would be responsible for that?

Mr. Graber. Down here you have to spray and dust, and in the North you don't have to do anything like that. The only thing you have to do up there is cultivate.

Miss Pascal. About how much does spraying and dusting add per acre to the cost of growing down here?

Mr. Graber. It will run about $20 an acre more.

Mr. Tipton. How about fertilizer costs?

Mr. Graber. Fertilizer is higher here than in the North.

Mr. Tipton. You have to use more of it?

Mr. Graber. No; you don't have to use as much.

Mr. Tipton. But it is different and costs you more per acre than it does in the North?

Mr. Graber. Yes; that's right. We put a ton to the acre in the North and we put 800 pounds to the acre down here.

Mr. Tipton. The nitrate content of fertilizer you use up there has to be considerably higher than down here, doesn't it?

Mr. Graber. Yes.

Mr. Tipton. Do you use nitrates down here?

Mr. Graber. Not here; 2 percent up there.

Mr. Tipton. How about the land cost?

Mr. Graber. Rents here, I would say, would be about $35 an acre less than in the North.

Mr. Tipton. Can you give us a figure for land rental here?

Mr. Graber. We are paying $15 in 1942 but it will be $20 next year, 1943.

Miss Pascal. How about the cost of shipping?

Mr. Graber. Shipping is greater from here.

Mr. Tipton. How about the labor costs?

Mr. Graber. It is about the same.

Mr. Tipton. Is most of your labor by the day or piece work?

Mr. Graber. Most of our colored labor is piece work and white labor is by the hour.

Mr. Tipton. Is the hourly wage rate for the whites the same in both areas?

Mr. Graber. Yes.

Mr. Tipton. How about piece work when you are using them for the same crop in the two areas, is that the same?

Mr. Graber. Yes; that's the same too.

Miss Pascal. Do you get better prices for vegetables you grow down here in the winter than you do for the summer crops in Ohio?

Mr. Graber. I wouldn't say so, not when you take everything into consideration.

Mr. Tipton. You say you don't get better prices when you take everything into consideration. You are speaking of net returns, but the actual price you get for the product will be higher?

Mr. Graber. Sure, it will be higher here, but the cost will be greater.

Mr. Tipton. Would you say the profitability of the operation ran about the same on an acre basis?

FARM LABOR BEING DRAFTED

Mr. Graber. I think it would. I am afraid that, if the Government doesn't make some amendment to help the farmer out on the labor situation, though, it is going to be tough next year. At the rate they are taking them into the Army, I doubt we will have any white labor left.

Miss Pascal. Do you know if in Ohio they are deferring either white or Negro farm labor?

Mr. Graber. I know they are deferring white. We had one boy deferred. His time is just about up now and I don't know how we will make out.

Miss Pascal. Have any of your people come up before the boards down here?

Mr. GRABER. Yes, we asked for deferment for about five of the colored boys here. I don't know whether they are going to grant it or not. They told us to go ahead and take them to Ohio and they would act on it here and let us know. I haven't heard from them yet.

Miss PASCAL. Thank you, Mr. Graber, for giving us this information.

TESTIMONY OF THOMAS TANNER, CAMP OSCEOLA, FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP, BELLE GLADE, FLA., APRIL 25, 1942

Miss PASCAL. Will you give the reporter your name and address?

Mr. TANNER. Thomas Tanner, Belle Glade, Fla., box 403.

Miss PASCAL. How long have you been living down here in the camp?

Mr. TANNER. I was down here the last 9 months, and back this time since about the 1st of October.

Miss PASCAL. What did you do in the summer?

Mr. TANNER. I didn't do anything but help my dad farm a little.

Miss PASCAL. Where is this farm?

Mr. TANNER. Georgia, in Laurens County, Dublin, Ga.

Miss PASCAL. And for the past seasons you have been coming down here to work in the winter when there is not much doing on the farm, I suppose? Where do you work down here?

Mr. TANNER. I work here in the camp.

PREFERS TO WORK IN CELERY

Miss PASCAL. Have you done any work in the packing houses?

Mr. TANNER. I worked in the packing houses up until January and went to work for the camp.

Miss PASCAL. What kind of work were you doing in the packing houses?

Mr. TANNER. I was catching beans mostly, and I worked in celery.

Miss PASCAL. Did you do much work in celery?

Mr. TANNER. I worked 2 weeks this season is all.

Miss PASCAL. Do you find that celery work is steadier than bean work?

Mr. TANNER. Yes. I would rather work in celery than beans.

Mr. TIPTON. Why?

Mr. TANNER. It don't seem to be so rushing. Bean work is rushing.

Mr. TIPTON. In bean work do you have to put in long hours?

Mr. TANNER. Yes. Night work, too. Most of the time you start at 12 and 1 o'clock and work to 12 or 2 at night.

Miss PASCAL. How do they arrange the celery work?

Mr. TANNER. They start working in celery—they can start cutting on it early in the morning and work on until—the Negroes always quit about 5 or 5:30—and then you have time to knock off about 8 or 9 o'clock at night. In beans they have to wait until the dew dries off in the morning before they can pick beans, and so they have to work late in the night. Pick beans right up to dark, as long as they can see.

Mr. TIPTON. And the work in the packing house starts later in the day and goes on later in the evening?

Mr. TANNER. Yes.

Mr. TIPTON. How many are in your family?

Mr. TANNER. I have three children; wife and three children.

Mr. TIPTON. I suppose the younger children aren't working?

Mr. TANNER. The oldest kid is going to school.

HAD TO GIVE UP FARMING IN GEORGIA

Miss PASCAL. What kind of farm does your father have up in Georgia?

Mr. TANNER. He mostly raises cotton, corn, peanuts.

Miss PASCAL. How big is it?

Mr. TANNER. He has about 80 acres, I guess, in cultivation.

Mr. TIPTON. Does he own that?

Mr. TANNER. No; he just rents that.

Mr. TIPTON. Are you thinking of starting farming up there or do you think you might settle down here?

Mr. TANNER. No; I guess I won't go back. I am not able. I had to quit farming. Bad luck struck me, and I got where I couldn't go.

Mr. TIPTON. Were you farming for yourself up there?

Mr. TANNER. Yes.

Mr. TIPTON. Do you expect to go back up to Georgia this season?

Mr. TANNER. No; I don't guess I will go.

Mr. TIPTON. You will stay right here in the camp?

Mr. TANNER. Yes; I will work here in the camp as long as they will let me.

EARNINGS

Mr. TIPTON. And next year do you expect to work in the camp?

Mr. TANNER. Yes, sir. This camp job is a more steady job than the pack shed. Some weeks in the packing house they won't do much work, and this here is regular work. They pay me 40 cents an hour, 40 hours a week, and I really fare better at this job than packing.

Mr. TIPTON. How were your earnings in the packing sheds before you went to work here in the camp? How much could you make?

Mr. TANNER. Before Christmas I worked in the Pioneer Growers down here. I worked there about 4 months I guess, 3 or 4. I averaged about $12 a week, taking it on an average.

Mr. TIPTON. Do you remember what was the smallest check you ever had for a week?

Mr. TANNER. About $3.

Mr. TIPTON. What was the biggest one?

Mr. TANNER. I drew $18.90; that was the best.

Mr. TIPTON. And would that be about true of celery, too?

Mr. TANNER. Yes; celery is pretty much on the same order.

Mr. TIPTON. Thank you very much.

TESTIMONY OF MYRTLE MAY WALKER AND LAWSON WALKER (NEGROES), CAMP OKEECHOBEE, FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP, BELLE GLADE, FLA., APRIL 25, 1942

Mr. TIPTON. Will you give your name and address for the record?

Mrs. WALKER. My name is Myrtle May Walker, Chosen, Fla.

Mr. TIPTON. And what is your name?

Mr. WALKER. Lawson Walker, Chosen, Fla.

Miss PASCAL. How long have you lived in this camp?

Mrs. WALKER. I been here since October.

Miss PASCAL. Is this the first year you have lived in the camp?

Mrs. WALKER. Yes, ma'am.

Miss PASCAL. Have you come down here to work in south Florida before?

Mrs. WALKER. Yes; I was down here last year.

Miss PASCAL. Where is your home?

Mrs. WALKER. Alabama.

Miss PASCAL. Have you been following the crops for many years?

Mrs. WALKER. Yes, ma'am.

Miss PASCAL. How many years?

Mrs. WALKER. Practically all my life.

Miss PASCAL. Where have you been working most of the time?

Mrs. WALKER. In Alabama.

Miss PASCAL. In Alabama were you working in the same place?

Mrs. WALKER. Yes; most of the time.

Miss PASCAL. Then from Alabama you started coming down to Florida?

Mrs. WALKER. Last year was my first year in Florida?

Miss PASCAL. And you just come down here during the winter to gather crops?

Mrs. WALKER. I did this time.

Mr. TIPTON. Where did you go last summer?

Mrs. WALKER. I went back home last summer.

Mr. TIPTON. And you are planning to go back to Alabama this summer?

Mr. WALKER. Yes, sir; back to Alabama.

WORRIED ABOUT TIRES AND GAS

Miss PASCAL. How do you travel around the country? Do you have your own car?

Mrs. WALKER. Yes, ma'am.

Miss PASCAL. How are the tires on the car? Do you think the car will get you back to Alabama?

Mrs. WALKER. I don't know whether it will or not. I have one pretty frail tire. We have been taking some other people that live here in the camp and they are terribly worried about this whole tire business and also about the gas rationing. Yes; that's going to be the trouble. I don't know how we are going to make it back home without gas.

Miss PASCAL. We have also heard that many people are leaving this part of the country, even while there is good bean picking, because they want to get back North before they start rationing gas.

Mrs. WALKER. Yes; there are some left. It might be a wise idea if we would leave.

Miss PASCAL. Do you know some who have already left the camp?

Mrs. WALKER. I know several. That is I have seen them. I don't know them personally.

Miss PASCAL. How many in your family?

Mrs. WALKER. Three.

Miss PASCAL. Yourself and husband and——

Mrs. WALKER. One girl. She isn't old enough to work.

Miss PASCAL. Just the two of you working?

Mrs. WALKER. Yes.

CANE HOEING AND BEAN PICKING

Miss PASCAL. What sort of work are you doing down here?

Mrs. WALKER. If the bean season is good, I pick beans, but last 2 months I have been hoeing cane.

Miss PASCAL. Working for the U. S. Sugar Corporation?

Mrs. WALKER. Yes.

Miss PASCAL. Where have you been working?

Mr. WALKER. I have been working to the Government hospital.

Miss PASCAL. Not doing farm work?

Mr. WALKER. Yes, ma'am, I have been working on the farm later.

Miss PASCAL. What sort of work?

Mr. WALKER. Picking beans.

Mrs. WALKER. He worked at the hospital and then, when they got that finished up, he started picking beans.

Miss PASCAL. Is the cane work continuing?

Mrs. WALKER. Yes; it is continuing.

Miss PASCAL. How long do they have work on cane?

Mrs. WALKER. They have from season to season. That's what the people tell me. I don't know but they have from season to season. Now this week end, for this week they haven't any work. They have one week's rest when the season ends, then start back Monday, beginning another season, is what they say.

Miss PASCAL. The cane hoeing work will go on all summer?

Mrs. WALKER. Yes.

Miss PASCAL. How does the money you make hoeing cane compare to the money you make picking beans?

Mrs. WALKER. Not anything besides what you get picking beans. You get $1.30 a day hoeing cane.

Miss PASCAL. But there just aren't any beans now?

Mrs. WALKER. No; not many.

Miss PASCAL. When you were working in beans, did you work for the same man most of the time?

Mrs. WALKER. Well, no, not all the time. I went first one place to another to pick beans.

Miss PASCAL. How did you get out to the places? Did they send trucks?

Mrs. WALKER. Yes; they sent trucks into the camp and we went on trucks.

Miss PASCAL. We thank both of you for telling us about your work.

TESTIMONY OF DANIEL DE BRUYNE, BELLE GLADE, FLA., APRIL 30, 1942

Mr. Tipton. Will you please give your name and address for the record?

Mr. De Bruyne. Daniel De Bruyne, care Florida Precooler Co., Belle Glade, Fla.

Mr. Tipton. What is your occupation?

Mr. De Bruyne. My occupation is manager or field man, and packing-house foreman at Belle Glade for J. C. Hutchinson Co.

Mr. Tipton. Where is the headquarters of the J. C. Hutchinson Co.?

Mr. De Bruyne. Sanford, Fla.

Mr. Tipton. And what is their business?

Mr. De Bruyne. Produce. Celery is our main thing.

Mr. Tipton. They have been operating for some time in Sanford, have they?

Mr. De Bruyne. Yes. We have been operating for 10 or 12 years.

Mr. Tipton. How long have you been with them?

Mr. De Bruyne. I have been with them 9 years.

Mr. Tipton. How much of that time here in Belle Glade?

Mr. De Bruyne. This is my second season.

Mr. Tipton. How long has the Hutchinson Co. been operating in Belle Glade?

Mr. De Bruyne. Two years.

Mr. Tipton. Then you came down here when they first began operations?

Mr. De Bruyne. That's right.

Mr. Tipton. On celery?

Mr. De Bruyne. That's right, when they started growing celery here. We came in here from Sanford and made this our branch. Our sales are handled out of Sanford.

Mr. Tipton. You said that you were field foreman and plant manager?

Mr. De Bruyne. That's right.

Mr. Tipton. Do you mean that the Hutchinson Co. grows celery?

Mr. De Bruyne. No; we have growers here and we advise when to paper the celery, when to cut and the planting of it and care taking of it, any disease that develops we advise the grower what he should do.

Mr. Tipton. And you say the Hutchinson Co. has moved into the region only in the last 2 years? How would you account for that?

Mr. De Bruyne. We had been in Sanford a long time with celery growing on sand, sand land soil. This area here has been developing so fast it looks like Belle Glade or the Glades is going to take this celery deal away from Sanford and, in order to get on the ground floor of it, we didn't want to be the last ones in here and, therefore, we came down 2 years ago and have now 400 acres to handle.

Mr. Tipton. Does that mean then that your company feels that celery can be grown for less money here than in Sanford?

Mr. De Bruyne. That's right.

Mr. Tipton. Can you give us any idea of the difference in growing costs here as compared to Sanford?

Mr. De Bruyne. The growing cost here will be at least $175 to $200 per acre less.

Mr. Tipton. Will that be somewhat offset by increased transportation costs?

Mr. De Bruyne. Yes; our transportation cost is higher here, about 7 cents a package.

Mr. Tipton. But that still leaves a considerable margin between costs here and costs there?

Mr. De Bruyne. That's right it does. Another thing is, the trade is asking for muck land celery. We have a lot of trade, especially Canada, who will not buy anything but muck land celery.

Mr. Tipton. Why is that?

Mr. De Bruyne. I don't know. They have just got accustomed to it for the past 3 years. It has developed in the past 3 years and they have about shut down on sand-land celery. Every car you quote them they want muck-land celery and our business in Canada has all been out of here, furnishing them with muck-land celery.

Mr. Tipton. Since the Hutchinson Co. is entering the area, expanding here, are they contracting their efforts in Sanford?

Mr. De Bruyne. No. Operations there may be a little bit lighter than they were 2 years ago; but they are still going along about the same acreage, farming mostly on this Government loan, hoping that they will get a break and some of the growers there, they can't see it where Belle Glade is going to give them any trouble. My experience in the past 2 years here is that the day is coming when most of our celery will be growing here.

SIZE OF OPERATIONS

Mr. Tipton. You say you have 400 acres of celery that you are handling here. Can you give us an idea of about how many growers?

Mr. De Bruyne. There are two growers, so that they have an average of about 200 acres each.

Mr. Tipton. In your operations at Sanford are the celery acreages in as large blocks as that?

Mr. De Bruyne. No. Celery acreages in Sanford—a big grower is 60 acres. The average grower is about 25 to 30 acres.

Mr. Tipton. What has been your experience this year with regard to the availability of field and packing house labor?

Mr. De Bruyne. The season starts here the first week in December. It goes on through to June 1. The first part of the season, when bean shipments are lighter, labor has been available. During the past 2 weeks bean harvesting has been heavy. Labor has been leaving here in great numbers which has caused a shortage in field and packing house. At this time we have only half enough labor to carry on our operations, both white and colored. It takes 80 white laborers to operate the wash house. We need 85 field hands—colored. At this time we have 100 acres of celery to harvest which should be harvested within 2 weeks. On account of labor shortage it will cause us to lose one-third, extending it into 1 month's work.

Mr. Tipton. In other words, you won't be able to cut a third of it at all?

Mr. De Bruyne. No; we are behind with our cutting on account of this labor shortage right now. We worked until 12:30 last night with half a crew and today it is going to be about 2 o'clock in the morning before we get done, which we should be through with at about 9 or 10 o'clock at night.

Miss Pascal. Is the bottleneck in the harvesting in the fields or in the packing house?

Mr. De Bruyne. It is both. This bean picking has taken the colored labor away, and the canning plant and grading of these beans has taken white help, and it has thrown a shortage on both bean belts and celery harvesting all the way round.

DOES NOT HARVEST IN EVERGLADES

Mr. Tipton. You said awhile ago that you advise farmers in your position as field foreman. You don't mean then you actually operate the harvesting crew?

Mr. De Bruyne. No, sir.

Mr. Tipton. Is that the general practice in Sanford?

Mr. De Bruyne. No, sir; it is not. In Sanford we harvest that crop. The field man does the harvesting with our crew that we employ. Harvesting, hauling, and packing is done by the shipper in Sanford. Here the grower harvests it and delivers it to the packing house.

Mr. Tipton. How do you account for the difference between the two regions?

Mr. De Bruyne. Most of these growers here have got their own colored camps. They have their own field labor. In Sanford all colored help lives in "colored town." No farmer has over two or three colored hands on his farm. Therefore, it has been left up to the shipper to see to it that the crop is harvested.

Mr. Tipton. Here in this region each grower has a sufficiently large acreage to maintain his own crew?

Mr. De Bruyne. Yes; that's right, because he has beans and celery, cabbage—large acreages of these commodities which enable him to employ his own crew.

TIRES AND GASOLINE

Mr. Tipton. What do you anticipate with regard to labor supply for next year and have you any remarks or recommendations that you care to make?

Mr. De Bruyne. Right now, what is the cause of this labor shortage and what will make this labor shortage worse between now and the 15th of May when the gasoline ration is going on—they are leaving here now for fear they are not going to get gas. This white labor comes from nearly every State, mostly from Georgia, Alabama, and Carolina, and they are leaving here now and are going to leave before the 15th. They don't want to get caught without any gasoline and they are really going, too.

Mr. Tipton. Do you anticipate difficulties next year?

Mr. De Bruyne. I do—with this rubber situation. Most of them come down in cars and live pretty cheap over at the migratory camps, and if they can't get rubber and gasoline, I don't think that we will have sufficient labor here.

COMPARATIVE COSTS

Miss Pascal. How do costs of growing celery in the Oveido area compare with the Sanford and Belle Glade areas?

Mr. De Bruyne. Oveido cost is about the same as Sanford. I would say that it would take $375 per acre to grow celery at Sanford and Oveido sections to $175 to $200 here. Most growers here are growing this celery for around $200 per acre.

Miss Pascal. How do the yields compare in the different areas?

Mr. De Bruyne. I would say the yields compare about the same. When it is averaged up, the acreage here and at Sanford, the total sum would be about the same yield, in Sanford, Oveido, and Palm Beach County.

Mr. Tipton. Thank you, Mr. De Bruyne. This information will be very helpful.

TESTIMONY OF C. M. SWINDLE, CAMP OSCEOLA, FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP, BELLE GLADE, FLA., APRIL 25, 1942

Mr. Tipton. Will you give your name for the record?

Mr. Swindle. C. M. Swindle.

Mr. Tipton. You live here at the camp?

Mr. Swindle. Yes; I live at Camp Osceola, Belle Glade, Fla.

Mr. Tipton. How long have you been here in the camp, Mr. Swindle?

Mr. Swindle. I been here 2 years in the camp.

Miss Pascal. You have lived here steadily for 2 years?

Mr. Swindle. Yes; here in the camp.

Miss Pascal. What sort of work have you been doing?

Mr. Swindle. I have been working down at the packing house and in the camp here for 2 years.

Miss Pascal. What kind of work do you do at the packing house?

Mr. Swindle. Beans and doing most anything around the packing house.

Miss Pascal. Where are you from originally?

Mr. Swindle. I was born and raised in Pensacola. I been down here on the muck for 15 years.

Miss Pascal. Did you start out farming down here?

Mr. Swindle. I been farming all my life. I always farmed.

Mr. Tipton. What kind of farming did you do before you came down here?

Mr. Swindle. Corn, cotton, sweetpotatoes, cane, everything most.

Miss Pascal. That was up near Pensacola?

Mr. Swindle. That was there in Taylor County.

Mr. Tipton. Did you farm for yourself up there in Taylor County?

Mr. Swindle. Yes, sir.

Mr. Tipton. On your own farm?

Mr. Swindle. Yes, sir.

Mr. Tipton. How did you happen to come down here?

Mr. Swindle. I just kept selling and trading around. I moved down here on a truck farm. I thought I would make some money.

Mr. Tipton. How long ago?

Mr. Swindle. Fifteen years.

Mr. TIPTON. Let's see, that would be about 1927?

Mr. SWINDLE. I was in Lakeland in 1925 and 1926. I came here in 1928.

Miss PASCAL. Where did you start farming down here?

Mr. SWINDLE. Clewiston.

Mr. TIPTON. What did you grow over there?

Mr. SWINDLE. Most everything—beans, tomatoes, corn, potatoes, all kinds of vegetables.

SQUATTER'S CLAIM FARMING

Mr. TIPTON. Did you come down here to buy land or rent it?

Mr. SWINDLE. Just squatter's claim.

Mr. TIPTON. That was before any of the drainage districts were established around here?

Mr. SWINDLE. Yes, sir.

Mr. TIPTON. How many acres did you farm?

Mr. SWINDLE. From 5 to 20, 40. Some years I planted 40 or 50.

Mr. TIPTON. What was the largest number you planted?

Mr. SWINDLE. I planted 60 here the first year I came down here.

Mr. TIPTON. And that was mostly in——

Mr. SWINDLE. Beans, cabbage, tomatoes, corn.

Mr. TIPTON. What was the last year that you rented land and farmed for yourself?

Mr. SWINDLE. I don't know. I ain't rented no land in years. It has been 35 years since I rented land. I just used squatter's land.

Mr. TIPTON. I should have said, What was the last year that you farmed?

Mr. SWINDLE. It has been 3 years ago.

Mr. TIPTON. Then you farmed up until the 1939 season?

Mr. SWINDLE. 1938 to 1939.

Miss PASCAL. Can a person go out and farm rent free now?

Mr. SWINDLE. I don't know. They got such big companies now they take it away from you. That's the way they did mine.

Mr. TIPTON. How was that, Mr. Swindle? Will you explain how they took it away?

Mr. SWINDLE. The sugar companies, they just came in and surveyed and took it away from you and put you out.

Miss PASCAL. Are they growing anything on that land now?

Mr. SWINDLE. Sometimes. Most of it they grow sugarcane.

Mr. TIPTON. How long had you farmed that particular piece of land?

Mr. SWINDLE. Six or seven years.

Mr. TIPTON. Did you live on that piece of land?

Mr. SWINDLE. Yes.

Mr. TIPTON. Did you have a house?

Mr. SWINDLE. Yes, sir.

Mr. TIPTON. How big a house?

Mr. SWINDLE. It was 30 feet long and 14 feet wide, a porch on each side, front and back.

Miss PASCAL. Did you keep chickens?

Mr. SWINDLE. Yes, ma'am. I had a few chickens.

Mr. TIPTON. How did the chickens do over there?

Mr. SWINDLE. They did fine.

Miss PASCAL. Did you have a cow?

Mr. SWINDLE. No; I didn't have a cow there. When I went over to LaBelle, I had one there. You see, I went over to LaBelle when they run me out. I went over to LaBelle then, about 30 miles farther. I bought me a place over there.

Miss PASCAL. You were farming over at LaBelle? How big was the place?

Mr. SWINDLE. Five-acre tract.

Miss PASCAL. What did you grow over there?

Mr. SWINDLE. Everything, sugarcane, potatoes, corn, all kinds of vegetables.

Miss PASCAL. How long were you over there?

Mr. SWINDLE. Four years. I come from LaBelle right here then to the camp and started living at the camp.

Mr. TIPTON. And since then you have been working at the camp and in the packing house?

Mr. SWINDLE. Yes, sir.

PROFITABILITY OF FARMING

Mr. TIPTON. Was it profitable farming on this piece of land you had at Clewiston?

Mr. SWINDLE. Yes, sir.

Miss PASCAL. Can you give us an idea of how much you could make during the course of a season?

Mr. SWINDLE. I can make 100 bushels of corn an acre on the land, regular field corn.

Mr. TIPTON. How about vegetables?

Mr. SWINDLE. Well, I made 200 and 300 hampers of beans to the acre.

Mr. TIPTON. And about how much money could you make in an average year?

Mr. SWINDLE. Some years I made $6,000. I made $6,000 the first year I came here.

Miss PASCAL. That's the year you farmed 60 acres?

Mr. SWINDLE. Yes. I cleared that the first year I came here. Then I farmed 4 or 5 years; I didn't make anything. I raised a lot of stuff but I couldn't get anything for it.

Mr. TIPTON. Prices were low?

Mr. SWINDLE. Yes. I rented some of the land to other people, you know. The last year they ran me off, I cleared about $3,000. I left then and went to LaBelle.

Mr. TIPTON. Now, you say you rented some of this land. I suppose when you first came there that land was unimproved? It still had the natural vegetation growing on it and you had to break it up?

Mr. SWINDLE. I pulled the elders up and broke it up.

Mr. TIPTON. Then, after you had improved it, you didn't want to use all of it, so you rented out part of what you had broken up?

Mr. SWINDLE. Yes.

Mr. TIPTON. How much did you rent out at any one time?

Mr. SWINDLE. I rented a man here in town 20 acres once, and I rented 10 acres to another man once.

Mr. TIPTON. Did you rent for cash?

Mr. SWINDLE. No; I rented for a fifth.

Miss PASCAL. What kind of farm land is over around LaBelle? Can you grow as good crops there as at Clewiston?

Mr. SWINDLE. No; it is sandy; low, flat, sandy land.

Miss PASCAL. Poor?

Mr. SWINDLE. Yes. It's worse to overflow than this land here.

Mr. TIPTON. Do you think that this region is a good region for a small farmer?

Mr. SWINDLE. Yes, sir.

FEW SMALL FARMERS.

Mr. TIPTON. Are there many small farmers around here now?

Mr. SWINDLE. No, sir; they can't get the land. They are just like me. They can't rent it.

Miss PASCAL. Why is that?

Mr. SWINDLE. The big companies have it all and they farm it.

Mr. TIPTON. But if the small farmer could get the land, then could he make a good business of it?

Mr. SWINDLE. Yes. He could make a good living. A man can take 5 acres of this land and make a living off of it.

Mr. TIPTON. But it is not possible now for a man to get the 5 acres?

Mr. SWINDLE. No, sir. A body can't get it now, you see. If they could they could make a living off of it. You can make a living on 5 acres.

Mr. TIPTON. With 5 acres would you do all the work by hand? You wouldn't try to farm 5 acres by machinery?

Mr. SWINDLE. No, sir.

Mr. TIPTON. Would you use horse or mule?

Mr. SWINDLE. Well, you break it up with a tractor and then you hand garden most of it.

Mr. TIPTON. By that method the farmer could make a pretty good living on five acres?

Mr. SWINDLE. Yes, sir; I did. Over at Clewiston I made a good living off of 5 acres when I could rent out my land. I just truck-farmed what I could with a garden plow.

WATER CONTROL

Mr. TIPTON. How about the water control? Is it possible for the small farmer, the 5-, 10-, 15-acre farmer, to maintain the necessary equipment for controlling water, draining the land, and irrigating?

Mr. SWINDLE. Well, I don't think he would need that because it wouldn't be necessary. I never had it. I have been living here and farming a great deal. Once in a while you strike a low place but you can turn around and plant back.

Miss PASCAL. When you were farming in Clewiston they didn't have the drainage district there?

Mr. SWINDLE. No.

Miss PASCAL. And it was all right for farming there?

Mr. SWINDLE. Yes. I never lost a crop over there.

Mr. TIPTON. Was this farm on the custard apple muck land?

Mr. SWINDLE. Yes.

Mr. TIPTON. Can a small farmer handle the drainage and cultivating problems in the sawgrass peat land?

Mr. SWINDLE. Yes, I tended some out in that sawgrass.

Mr. TIPTON. How many acres?

Mr. SWINDLE. Twenty, ten, sometimes thirty. That didn't used to happen that way. Since they cut the canals it is a whole lot worse, because, when we get the canals full of water, it comes out from the lake and has nowhere to go. It stays on the land a whole lot longer.

Miss PASCAL. How big is your family?

Mr. SWINDLE. Six.

Miss PASCAL. They all live with you now? That is, your wife and four children?

Mr. SWINDLE. Yes.

Mr. TIPTON. Do any of them work in the packing plant?

Mr. SWINDLE. One girl does. Works in the packing house.

Mr. TIPTON. How do you find things now that you are living here in the camp and working in the camp? Are you able to make a good living that way?

Mr. SWINDLE. Well, I reckon it's not such a good living, but we have it to do and we can't do better. Everything is so high and we don't get much wages.

Miss PASCAL. What are the wages?

Mr. SWINDLE. I get $48 a month.

Mr. TIPTON. And when you work in the packing house?

Mr. SWINDLE. From $3 on up according. Some weeks they make $3 and some weeks more. Last fall some weeks I just made 80 cents. It would be about 3 hours.

Mr. TIPTON. What is the hourly rate?

Mr. SWINDLE. About 30 cents an hour. Then it would get better. Some days 5 or 6 hours, some days 10, sometimes for 4 or 5 days you don't get nothing. That's the way it works in a packing house. That's the reason I quit there.

Mr. TIPTON. Thank you very much, Mr. Swindle.

TESTIMONY OF ALLISON T. FRENCH, MANAGER, WEST PALM BEACH OFFICE, UNITED STATES EMPLOYMENT SERVICE, WEST PALM BEACH, FLA., APRIL 29, 1942

Mr. TIPTON. Will you please give your name, address, and official title for the record?

Mr. FRENCH. Allison T. French, manager, United States Employment Service, 439 Datura Street, West Palm Beach.

Mr. TIPTON. How long have you been manager of this office, Mr. French?

Mr. FRENCH. 2 years and 1 month.

Mr. TIPTON. What counties does your area include?

Mr. FRENCH. Palm Beach County and parts of Hendry and Glades.

Mr. TIPTON. Are the activities of the Farm Placement men in this area under your supervision

Mr. FRENCH. So far they have been.

Mr. TIPTON. How much experience have you had yourself with farm labor in this county?

Mr. FRENCH. It depends on what you mean. We have been doing a good deal of farm placement work of one kind or another for the last year and a half and a lot of that I have done myself. I have done most of the organizing and lining it up.

Mr. Tipton. Then your experience with farm labor in Palm Beach County goes back further than the establishment of the new services of the Farm Placement Service?

Mr. French. Oh, yes. It really covers two seasons, two farming years. Of course, you understand very little is going on here during the summer.

FARM PLACEMENT SERVICE

Mr. Tipton. Will you describe briefly for us the new service that has been set up for handling the farm labor?

Mr. French. This was set up to have a man in each of the migratory camps. We have four camps here in this county and another one is just about completed—five altogether. We have had three men working on this program, one at Camp Okeechobee, one at Camp Osceola and one at Camp Everglades. One of them reported here on December 15 and the rest on January 1.

Mr. Tipton. What are their duties?

Mr. French. What they have been doing, of course, is trying to send labor from one point where it isn't needed to another where it is. In this particular county there are two different agricultural areas, one of them by the lake, which we usually refer to as the Glades, and the other the coastal area. As a rule, they overlap—that is, I mean the harvesting season in these areas overlaps—but there is a good deal of labor going back and forth from one to the other. Recently, for example, I have had my man from Camp Everglades working down on the east coast, because the east coast was all drowned out by a very heavy rain in January. I have tried to have him send the labor back to the Glades where it is needed now. By having these Farm Placement men in the different sections of the Glades, they can frequently get a bunch of laborers from one side to where they need them on the other, and vice versa. Of course, their job is primarily keeping in contact with the growers and getting them labor when they want it. They have done quite a bit in getting the labor that lives at the migratory camps to work a little more steadily. That is our chief problem here, getting laborers to work. If they work 2 or 3 days a week, they figure that's enough. However, since we have been out there, I believe that the percent of time all the labor in the area worked has greatly increased, I mean the number of days per week.

Mr. Tipton. You mentioned that one of the jobs was to distribute workers between areas. How about the distribution of workers between farmers in a given area?

WAGE UP-BIDDING

Mr. French. Of course, that is an integral part of it. Here is one thing we have done. There are a number of problems there, in relation to bean picking particularly. One is that they can't start picking beans as a rule, until 10 or 11 o'clock because of the dew on the vines. That is somewhat alleviated now because they have a canning plant and they can pick those beans earlier. That really adds about 40 percent to the labor, as far as bean picking is concerned, because they get and extra 3 or 4 hours' work that they can't do on beans picked to ship. Another problem is the fact that the grower wants to pick his beans when the market is just right. Therefore, they all want labor at the same time. If you could, for example, just take your acreage of beans that you have to pick, and the number of workers available, and could divide those up, picking one field, then another and another, of course, you could get along with a very small percent of what you actually need when they all want to pick the same day. In other words, everyone wants to pick the same day, when the market is good and beans are just right. Beans don't last long. They have to be picked when ready, and the result is a terrible shortage one day and the next day plenty of surplus labor. It isn't like the sugarcane crop, for example, where it will last, where it doesn't have to be done any particular day. That way you can divide up work and cut one day after the other, but perishable vegetables have to be picked when they are ready and the market is right. Another evil has grown up because, when a man goes into Negro quarters to get help, he is afraid there isn't going to be enough and he will grab all he can. He will take twice as many as he needs and will leave some other fellow without any. A problem that developed very strongly last fall was the growers bidding against each other. They are afraid they are not going to get enough laborers, and many times a truck full of Negroes is unloaded four or five times. They load up on a truck and start out, and another grower sees them and asks what they are getting. He is told "25 cents" and he says "I will pay you 30" and they will unload from one truck to another. The same process occurs three or four times before they get out of the quarters. This bidding against each other is, of course, worst at the peak seasons—or days—and was especially bad last fall. I understand there has been some of it recently, but I haven't seen it personally, so I don't know.

Recently farm-labor rates have stayed at a fairly constant level. The market has been fairly good. Everything was frozen out on March 1 in the Glades, practically everything, and it was necessary to replant, of course. The replanting has been continuing right on, in fact, as late as last week. I don't know how the last plantings are going to come out because we have certain weather problems later on in the summer. There was very little going on in the Glades for that period between March 1, when they replanted, and 6 weeks later, when they started picking. At that time, however, they needed them on the coast and we shunted labor from the Glades to the coast. Then, a couple of weeks ago—I don't remember the date—the 15th or 16th or around that time, everything practically was wiped out here in the coastal area just before beans were ready to pick. There was quite a lot of damage, so a lot of that labor got away. As a matter of fact, a lot of it has been hauled north. There have been a great many trucks in here from Delaware, New Jersey, Pennsylvania, and other places.

Mr. Tipton. Taking that labor north?

Mr. French. Yes.

Miss Pascal. Has the labor been going north earlier this year than in previous years?

Mr. French. I don't believe so. It seems earlier to the grower because our market is later this year, because of that big storm in January on the coast and they replanted. That makes the last crop come in considerably later than usual. Then they had this frost out in the Glades on March 1 and they replanted there and that made it later. The new canning plant has now entered the picture. Growers have just recently planted 600 acres for the canning plant much later than they do ordinarily. Therefore, I think the labor is going north about the usual time but the crop is lasting later here and the grower gets the impression that labor is going north earlier. April is always a bad month. That's our worst month for getting labor because they start moving north in March.

PLANS FOR DISTRIBUTING LABOR

Mr. Tipton. Has the Employment Service made any attemopt or conferred with growers in an attempt to make arrangements for distributing labor among farmers?

Mr. French. Oh, yes; we have. We have made a good deal of headway there, as far as promises go, and to some extent in actuality also. Heretofore there has been too much of a tendency for a grower who has his own quarters and has his own Negroes to try to hold them. He was afraid if they went somewhere else he wouldn't get them back. He furnishes them houses, and so forth, and he considered them his own hands and didn't want to let them go anywhere else. But we have found a very good cooperative spirit recently since we have been working with them. We have had innumerable meetings with groups of growers and we have pointed out those points. They all agree to them and we have had men call us up and say, "I am not going to be using my hands tomorrow. You can have them for someone else if you want to." We have made very satisfactory progress along those lines, in fact, a lot better than I thought we would. The difficulty is that a grower, when he is up against it, is willing to do anything, but it is too late. I have been preaching over a year now to get some kind of an agreement—if not an organization—and they finally got so far in one meeting as to have everybody sign an agreement that they would all pay the same rates and work the same hours, and so forth. It lasted only a day or so.

Later, at another meeting, they even appointed a committee to form an organization. The thing I am trying to get them to do is to have an organization. I don't care whether it is a tight organization or just an agreement between them. We should know what labor will be needed so we could form a labor pool and assign workers to the growers. They have gone so far as to appoint a committee and we have met with them a number of times, but they have never got a plan actually working. However, they are in a much more receptive mood toward organization than they have ever been before. I think the growers are sold on us, so far as that goes. In fact, I have letters, one in particular from a big grower, and an influential one, who was very skeptical. In a meeting we had last December he was very skeptical. Later, he wrote this letter and said that he believed in furnishing flowers to the living instead of the dead, and went ahead and furnished a few flowers. He was originally skeptical on two things—the Employment Service and the migratory camps—and we gave him a little object lesson on the migratory camps and converted him. He made the statement at that time that the Government was doing too much for the laborers and they would just lay around there, they didn't have to work and wouldn't work. He also made that statement later to Mr. Jones, our Farm Placement man at Camp Okeechobee. Jones took him in the car with him and went all over the camp and they could not find one Negro loafing in the camp. This grower said "I will take back what I said". This sort of thing has happened time and time again. We have carried the torch for the migratory camps a great deal because they have been a wonderful help. I think the growers in the immediate vicinity recognize that, not all of them, but the big majority of them. In fact, a lot of them are keeping their own hands in there now and going in in the morning and getting them.

Mr. Tipton. Then, on the whole, the Employment Service has had the cooperation of the Glades farmers this year?

Mr. French. Oh, yes; this year, on the whole, they have been very cooperative. I believe they are very well sold on us.

NUMBER OF PLACEMENTS

Mr. Tipton. Can you give us an estimate of the number of placements of agricultural laborers made by the Service this season?

Mr. French. I can give you a figure as to specific placements on specific orders that we have actually assigned. To date that would be 2,777 since January. That would not be anywhere near the total figure though. For example, when we sent two or three truckloads over from one of the camps to the coastal area awhile back, dozens and dozens of laborers went over there in their own jalopies. The same thing is always true. Lots of times, where we just haven't had personnel to dig them up, we have told growers where they could get certain groups. Of course, we have no records of these, we get no credit for these placements. There are hundreds of this kind, but the figure I gave you was for placements actually made on specific orders. Then, of course, we have our records on those brought in by clearance through the Employment Service, but not specifically by the Farm Placement Service.

Mr. Tipton. Then, in all cases in which you made these placements, there would be additional people who went along, not through the Employment Service, but because of the Employment Service s efforts?

Mr. French. Oh, yes; unquestionably. Probably an equal number, anyway, lots of times more.

INTERSTATE CLEARANCES

Mr. Tipton. You said that you could give us figures on numbers brought into the State through clearance?

Mr. French. Yes. I am referring now primarily to the sugar company. We had a clearance order for 3,000. These other States have sent in, through our efforts and through the sugar company—that is, the company has sent their drivers after them and they have recruited some and cleared them through the Employment Service offices elsewhere. We have brought in, roughly speaking, 2,000, but the work was all done in the other States through our clearance orders.

Mr. Tipton. Can you tell us what success you had in getting your orders filled on the other end, that is, in other States.

Mr. French. We never got enough—about 1,000 short of what they wanted. The sugar company has been 1,000 short all year. As a matter of fact, enough were brought in, as far as that goes, but after the sugar company has brought them in, the bean growers get them.

Mr. Tipton. Why?

Mr. French. In the first place, sugarcane cutting is what the Negro calls "powerful regular work." In other words, they work all day and they work every day. They don't have to work every day—there is nothing to make them. The crews work every day, but the individuals don't have to. Some of them work and some don't, but, as soon as they have been down here for a while, they meet some of these other Negroes who tell them how much easier it is to pick beans 4 or 5 hours a day and only work 2 or 3 days a week and make all they want to. That's the nature of the migrant Negro laborer down here. He wants to make just so much and very few of them are interested in working continuously.

Mr. Tipton. With bean prices as they have been this season, he can make as much as he wants with less work?

Mr. French. At times they were paying very high wages. They got up as high as 50 cents a hamper when there was a big crop and a high market, and, at 50 cents a hamper, they would pick five or six hampers and figure they had enough for the day.

WORKERS FOR UNITED STATES SUGAR CORPORATION

Miss Pascal. What is the process of recruiting workers from other States for the Sugar Corporation?

Mr. French. Our clearance order goes out to the other States. On this clearance order we list the different drivers in the different States and localities of the States and ask that our U. S. E. S. offices notify these drivers when they have a sufficient number to transport down here. Then the driver may run across, and I expect always does run across, others that our offices have not contacted. He takes them in to the Employment Service also and they register, too. So we get his individual efforts plus the Employment Service's efforts. Also Mr. Von Mach, the company's personnel manager, contacts the Employment Office, and he goes with the Employment Office representative, or he goes alone. He has a great many sources of labor because he has been doing this a great many years—knows the individuals in the States, so it's really a combination of effort.

Mr. Tipton. Would it be too much trouble to give us those clearance orders which have been filed, broken down on a State basis?

Mr. French. Here is the list of out-of-State clearance placements of cane cutters for this year:

	Number of placements on clearance orders
Alabama	203
Arkansas	42
Georgia	133
Mississippi	388
Missouri	112
South Carolina	209
Tennessee	450
Total	1, 537

Miss Pascal. Has the Employment Service made any other requisitions for workers from other States?

Mr. French. You mean for agricultural labor?

Mr. Tipton. In addition to cane cutters.

Mr. French. No; nothing; except for cane workers of one kind or another.

DISTRIBUTING WORKERS BETWEEN AREAS

Miss Pascal. You said before that you felt the efforts of the Employment Service had been helpful in improving the distribution of agricultural labor in the different south Florida regions, and you also told us about some of the problems of distributing workers among the farmers within a region. What sort of problems do you find in distributing workers between the different agricultural areas in south Florida?

Mr. French. We had a very disappointing problem there recently. We anticipated a terrible shortage over in the Glades beginning around the 21st of this month and which undoubtedly would have developed had it not been for this heavy rain, This rain destroyed in some sections as high as 80 percent of the bean crop, while in others it only hurt around 15 percent. In the aggregate, I expect it would run—well, I don't know, but my own idea is it probably ran 40 or 50 percent. Therefore, when everything on the coastal area was ruined and we expected this stringent shortage out here, I arranged for one of our Farm Placement men to work on the coastal area where there wasn't any work, to get that labor over to the Glades. We were held up 2 or 3 days trying to get a tire-retread approval which we were supposed to have, and, on account of that trouble, we lost a couple of days. When we finally got a man down there, we sent over 530 laborers on trucks over into the Glades area. Last Friday we had about 500 more for whom the growers were supposed to send trucks over, but for some reason the trucks didn't show up. We had about 500 of them ready to go. While our man was out telephoning and trying to find out what was wrong with the trucks, two trucks from Virginia and three of four from New Jersey came in there and picked up 200 or 300 of the laborers. They took them and we lost them. We probably lost between 500 or 800 laborers which we should have in the Glades right now because of the fact that on 4 consecutive days the Glades growers failed to send their trucks.

There are a number of reasons why they failed to come. Picking got especially heavy and some of the men who were going to send trucks were labor contractors who had hurry-up orders and had to use their trucks for transporting the local labor out there, but the result was that for 4 consecutive days they failed to send the trucks over. That meant just that much time wasted. Nobody's fault in particular, but that has been one problem. Now, another problem exists, and I am afraid it is going to be serious, because there is a great deal of unrest now, particularly in the white packing-house labor. They are scared to death of this gasoline ration and they are going to start for home, probably next week before the gasoline ration goes in, and I anticipate a big exodus. I anticipate really an alarming exodus of workers very shortly now because they are afraid of the gasoline ration. Unless something is done to assure farm workers that they can get somewhere else when the season ends, they are going to go while they can get the gasoline.

Miss PASCAL. Do you know whether any provisions are being considered?

EMERGENCY LABOR GROUPS

Mr. FRENCH. I don't know. I suggested to the growers they get busy on it. It is their problem, I believe. It will be our problem, of course, but it is their problem right now. It will be our problem next week. If they do go out, the growers will lean strongly on us. We had a lot of plans lined up in anticipation of this shortage that we would have used if the storm had not come. When we went on wartime, the people out there postponed their school opening time and set it back an hour. They have been opening their schools at 9:30 in order to have it "the same time as it was when it was 8:30." So we went to the school board and asked them if they couldn't advance the time 2 hours, start at 7:30 and close at 12, so that the older children could pick beans in the afternoon. Mr. Widell, the school board chairman, and Mr. Leonard, the superintendent, were very cooperative and arranged to advance school opening time an hour and a half. If they started at 7:30, however, they would have to start the school busses while it was still dark and they considered that dangerous to the kids. They advanced it one hour and a half, advanced it to 8 o'clock to dismiss at 12:30, which would give practically all afternoon for bean picking. That was one emergency measure. Then I had everything lined up to get people who had never done that type of work to go out there and pick beans as a patriotic measure in order to get this food picked, particularly since the canning plant's entire output is already contracted for by the Army and Navy. We also made arrangements for parking trucks here in West Palm Beach overnight to growers could come in every morning and take the workers out, bring them back at night, leave their trucks here ready for the next morning's trip. Through the cooperation of the American Legion we have a place arranged to park their trucks overnight. Then I have a number of leads among colored leaders here so that, if it does get so bad they have to transport them back every day, we could probably pick up 300 or 400, women particularly, to pick beans on very short notice. We had everything lined up in case the shortage got critical, but on account of the storm, it didn't get as hot as I was afraid. I still think next week will be bad when the exodus starts.

Mr. TIPTON. You haven't found it necessary to put these plans into effect yet?

Mr. FRENCH. Net yet.

Mr. TIPTON. But they are available for next week or next year if the same situation arises?

Mr. FRENCH. Yes.

GROWERS OBJECT TO REMOVAL OF LABOR

Mr. TIPTON. Have you run into any difficulties or objections, on the part of the growers in one area, to your taking labor out of that area for use in other areas?

Mr. French. Yes, we have. There is always that objection. It was apparent in the Glades this year—they knew they would not have any demand for from 3 to 4 weeks. I mean, the crops weren't ready. They didn't need them and they were badly needed on the coast. We started sending them over to the coastal area, and we met a lot of objections. Finally I got one of the influential men to call a meeting of the growers one morning, and I went out there to sell them on the idea. As the meeting developed, it was more my telling them what I was going to do for them when their shortage came, rather than selling them on giving up labor, because, at that time, work was beginning to pick up out there and they were already experiencing a little bit of stringency. In other words, it had gone so long then it wasn't advisable to send anyone else over. But there was some kicking on it. However, here is an interesting reaction. Last week I heard from a number of angles emanating from the growers that they thought it had been a very good idea. The laborers had gone away and worked, and had now come back to the Glades and were spending their money there and were available for work there. Some of them mentioned the fact that they were resentful originally, but thought it was a good idea now.

Mr. Tipton. Do you know whether the same situation existed so far as the Pompano growers were concerned when they had their big flood this winter?

Mr. French. The laborers we sent over there were for the Pompano area for crops planted just after they had their flood there. At the time of the Pompano flood there was not the demand anywhere else. It was between crops in the Glades, and there was only a demand for cane cutters. We did try to get cane cutters but we had no luck. The bean pickers are not going to cut cane for reasons before mentioned.

Miss Pascal. We heard some comments down in south Dade County on the subject of the flood. Growers were complaining that the Broward County people were reluctant to have their labor go down to south Dade County at that time.

Mr. French. I think that is always true. They are afraid they won't get them back. Broward wasn't in my territory, of course, but the same thing is true. It is going to take years, not just the one season, of hard work to sell them on the idea that they are going to have to cooperate. They are going to have to use the available labor that there is, not the labor available that there usually is. Those things are awfully hard to get into everybody's consciousness. It is a serious proposition to the grower. He has beans and knows they are going to have to be picked at a certain time and he is going to fight for what he thinks is best to insure having them picked when the time comes. He hasn't yet realized it is a question of keeping the workers busy wherever they are needed. There is little antagonism, it is more reluctance.

Mr. Tipton. Then, in short, that fear of letting labor get away is a problem to you, but gradually you are making some progress towards its solution?

Mr. French. I think we have undoubtedly made some progress. You see, up until this year, I have had to do everything practically singlehanded. We didn't have any personnel to do it, and I have had lots of meetings with groups and individuals trying to sell them on the general idea. I have been harping on that for about a year now, and it is beginning to bear fruit.

PUBLIC ASSISTANCE

Mr. TIPTON. I wonder if you could tell us something about the relationship of relief, welfare and W. P. A. activities to the labor supply problem?

Mr. FRENCH. We have a working agreement with both the welfare agency and the W. P. A. The W. P. A. will, at any time, cut off their clients if we have jobs for them—provided that it doesn't mean going somewhere else. In other words, if we had trucks going out every morning and they could be here tomorrow morning to go to work, they would cut them off, but where it means going out there to stay, the rule is not so ironclad. It would depend on family conditions. The same thing is true with the State welfare board. They are in touch with me two or three times a week and keep up on things. Anyone who applies for relief, they send down to us and we try to get them a job. Most of them don't want to go out to the Glades permanently. The growers will come in and haul them out to stay there, but most of the laborers don't want to do that. I don't think you can make them move to another locality yet. I don't know what the ruling on that would be if it got very bad. There are about 95 down at Delray and Boynton today who are applying for these grants from the Farm Security Administration. I am not very familiar with their set-up, but Mr. Boudet, who has charge of it, called me yesterday and said he had these people and they are making arrangements now to send trucks over and pick up as many as he might have this afternoon to take them to the Glades.

Mr. TIPTON. In working with farmers, have you heard any complaints about the way in which relief is administered?

Mr. FRENCH. Not so much recently. That used to be the big talk all the time. They would say "The Government houses them in a migratory camp and feeds them with W. P. A. and relief. Of course, you can't get them to work." That was their talk, particularly a year ago. I made a pretty careful investigation of that situation some time ago, and I interviewed everybody that was in line for commodities. In the whole bunch, there was not a single person who could cut cane. They were crippled, or old, or diseased, or had only one eye, or something wrong with them. This year there has been no relief in the Glades section, except for cripples and so forth. Incidentally, we have no colored people out there drawing unemployment compensation. We made that relief situation survey last year.

BEAN CANNING

Mr. TIPTON. Will the establishment of the cannery in Belle Glade tend to stabilize employment opportunities in any way and will it have the tendency to lengthen the possible working day for bean pickers?

Mr. FRENCH. It will do that when the open market is so low that the grower can sell to the canning plants. The canning plant has some beans under contract. They have just finished planting 600 acres under contract, but the work still will be irregular. This is solely a bean canning plant.

Mr. Tipton. Will the length of the working day be extended?

Mr. French. When you are packing beans for shipment you can't pick them when there is a dew, but for the canning plant you can.

Mr. Tipton. In other words, they can go to work earlier?

Mr. French. They can go to work at 7, instead of 10 or 11. I figure it increases the labor supply by 40 percent. That wouldn't be true except when the market was low enough so the growers would sell to the canning plant.

LABOR SHARING

Miss Pascal. Do you know whether it is a practice for the employers down here to make arrangements with employers of farm labor in Georgia and Alabama for a regular seasonal shuttling of labor back and forth?

Mr. French. That is done to a great extent, but I have had little actual contact with it. I don't know anything definite on it. Here's a case in point right now. Here is a man. He has 20 families, and he is going to finish up with them this week. He would like to keep them down here this summer, but they do not want to go out in the Glades for just a short period. What I am trying to do is talk them into going out there a month if I definitely promise that I can get them to New Jersey the following month.

INTERSTATE RECRUITING

Mr. Tipton. Do you handle many orders through the Employment Service offices for truckers who come in here from the North?

Mr. French. We are getting several of them now. We only have one clearance order that has come through at the present time, although there are two men down here working for a farm group—I think it is in New Jersey. In other words, the growers' cooperative around Trenton, N. J., have formed some kind of a farm bureau and they have engaged a man down here to recruit labor. He has contacted us and wants us to clear him and help him. He has a number of them all ready. I told him I couldn't clear any of them unless we had a clearance order originating back in Jersey so, when he left here Friday, he was going to get a clearance order started up there. I know of a case of a man up in Pennsylvania who sent money and tires to a man down here to recruit for him. I have reports of trucks that have left here for Virginia, Delaware, New Jersey, and Maryland, but they have not worked through us.

Miss Pascal. Is this practice of sending trucks down new this year or has that been general in previous years?

Mr. French. Always has been.

Miss Pascal. Is it more pronounced this year?

Mr. French. I don't believe there are any more of them this year. I don't know. We just knew it was happening heretofore. Heretofore labor was not needed so late, so we have no basis for comparison. That is, I haven't.

Miss Pascal. Has there been any demand for facilitating the importation of labor from the Bahamas?

Mr. French. Several people have asked us about it, just mentioned it, nothing definite or no specific request, just a suggestion. "Why can't we get them from the Bahamas?" I know of no concerted effort.

NUMBER OF MIGRANTS

Miss Pascal. Do you have any estimate of the number of laborers who come down to south Florida annually?

Mr. French. I have an estimate, yes. Just how accurate it is, I don't know. For this area only, by that I mean the cane sections of Palm Beach County, Hendry County, and Glades County, and the agricultural sections of Palm Beach, Broward, and Dade Counties, I think that 25,000 migratory laborers is a conservative estimate.

Mr. Tipton. At one time or another during the season?

Mr. French. No, at the same time. In other words, they will work Miami, Homestead, Broward County, and they will work here. There will be 25,000 migrants working in these five counties at sometime during the season. Whether that includes everybody that comes down, I don't know.

Mr. Tipton. Does this 25,000 include all the women who don't work and children too young to work or is this just the workers?

Mr. French. I am talking about workers of one kind or another. The average bean grower would rather have women and children than men.

Miss Pascal. What is the approximate ratio of white to Negro labor requirements in the Glades area?

Mr. French. It is by far heavier on the colored. The colored labor is used for field labor, picking and all that. In other words, as far as labor goes normally, whites are only used in the packing houses, and canning plants. Practically all harvesting is done by colored. It would be just a rough guess. I would say 90 percent of them are colored.

Miss Pascal. Could you give an estimate of how many laborers would be in this area all the year round?

Mr. French. Six thousand would be my guess for the permanent labor supply, that is, in this area. They don't live in one place, but move around in this whole south Florida area. It is my personal opinion that, if an agriculture labor pool for the Atlantic coast could be formed, with authority to direct this pool and financial and mechanical arrangements made to move it, a system of area clearance would go a long way toward solving the agricultural labor problems as they affect this area. We have, in effect, a similar area clearance, on a small scale, in our southern counties in Florida. It is not entirely satisfactory because of overlapping requirements, but it has proven to be the basis for an adequate supply of labor under ordinary conditions. Similar arrangements extending from the agricultural Eastern States down through the coastal States and into Florida would undoubtedly prove most beneficial.

WOMEN WORKERS

Miss Pascal. What is the approximate ratio of labor requirements for white men and white women in the packing houses in this area?

Mr. French. More women, approximately 2 to 1.

Miss Pascal. Do they require more women?

Mr. French. I don't think that's a requirement as much as it is a question of availability. There are frequently two women to one man in a family and this is work a woman can do. In other words, a man may be working for the city or a light company or something like that, but the women folks work in the packing houses. In the canning plant they placed an order with us for two shifts—day and night—for 75 women and 35 men in each shift. They prefer women, except for the heavier work.

Miss Pascal. Could you tell us how the packing house workers are paid?

Mr. French. They are paid by the hour here for practically everything except tomatoes, which are packed on piece-work basis, but we don't have a very heavy tomato crop this year in the Glades. There are more on the coast but they were badly damaged or ruined this year. Out in the Glades practically everything else is on the hourly basis. They are paid by the hour when the packing house has produce. When the belts are running then they are paid. They may go to work, but if the beans give out for some reason, they are not paid for that time. It would be a short day, rather than a split day, I think, as a rule.

Mr. Tipton. Would you say that that might be the reason why the workers seem to prefer celery to beans?

Mr. French. No, I wouldn't make that statement because I don't know that they do. I would think it would be the other way. A celery packing house is an awfully wet place.

Mr. Tipton. You have described for us the set-up in the Farm Placement Service this year. Do you have any additional plans or changes in plans for next year?

Mr. French. I know what has been announced. The plans for this particular area call for a Farm Placement office in Belle Glade which will handle that whole area. It will be an independent office, not under this office as it has been this year. The plans are to add one man to this office to work the coastal area, and an entire office in the Belle Glade area.

Mr. Tipton. How many people were they going to have in the office out there?

Mr. French. It was contemplated to start with three, but I believe the plan is that the total will eventually be nine people. There is a big area there from Pahokee to Clewiston.

Mr. Tipton. Do you know whether or not the Employment Service in Broward and Dade Counties will be expanded at the same time?

Mr. French. I understand there are 16 new offices to be added in the State of Florida but I don't know just where. That's been announced in the press. I don't know anything yet that isn't general public knowledge.

Miss Pascal. And the Farm Placement people in Belle Glade would be working out of the migratory camps?

Mr. French. No, the plan is to establish an office in town rather than in the migratory camps. The set-up there has been for the F. S. A. to have an Employment Service representative in each migratory camp, but I don't know if the office is to take the place of that. I presume there would still be some one of that nine assigned to the migratory camps. That is guesswork only, and is not official, but I think there should be.

Miss Pascal. Thank you, Mr. French.

TESTIMONY OF VIRGIL SINGLETON (NEGRO), BELLE GLADE, FLA., APRIL 26, 1942

Mr. Tipton. Would you give your name and address for the record?

Mr. Singleton. Virgil Singleton, Belle Glade, Fla.

Miss Pascal. You live here in Belle Glade?

Mr. Singleton. Yes, ma'am.

Miss Pascal. Do you live in Belle Glade all the year or just during the winter season?

Mr. Singleton. I just come down for the winter season.

Mr. Tipton. How many winters have you been down here?

Mr. Singleton. I came down in 1932.

Mr. Tipton. And you have been coming down here every winter since 1932?

Mr. Singleton. Yes.

Miss Pascal. Where did you come from originally?

Mr. Singleton. Valdosta, Ga.

Miss Pascal. What did you do up in Georgia?

Mr. Singleton. I farmed.

Miss Pascal. You had a farm?

Mr. Singleton. No; I worked on my father's farm.

Miss Pascal. A cotton farm?

Mr. Singleton. Yes, ma'am; cotton and corn.

Mr. Tipton. Did your father own the farm?

Mr. Singleton. No, sir.

Mr. Tipton. Sharecropped it?

Mr. Singleton. Yes; sharecrop.

Mr. Tipton. What kind of work have you been doing down here?

Mr. Singleton. Driving a tractor.

Mr. Tipton. Have you been working for the same man most of the time?

Mr. Singleton. No; I worked for three different parties here.

ANNUAL JOB MIGRATIONS

Miss Pascal. What do you do during the summers?

Mr. Singleton. I work in potatoes and canning-house work.

Miss Pascal. Where?

Mr. Singleton. I work in potatoes in South Carolina, and North Carolina, and Virginia. Then I go to Delaware to the canning house, Phillips.

Miss Pascal. What do they can there?

Mr. Singleton. Where I go at they can tomatoes, corn, and peas, but they have other factories where they can other things.

Mr. Tipton. What time of the year do you leave Belle Glade?

Mr. Singleton. I leave Belle Glade the last of May.

Miss Pascal. And then you go up to the Carolinas and Virginia?

Mr. Singleton. Yes, ma'am.

Miss Pascal. How long are you usually there?

Mr. Singleton. I was in Carolina last year 4 weeks.

Miss Pascal. Then you went up to Virginia?

Mr. Singleton. I was up in Virginia 5 weeks.

Miss Pascal. Then you are in Virginia until about the end of July?

Mr. Singleton. Yes, ma'am.

Miss Pascal. And you go up to Delaware from there?

Mr. Singleton. Yes, ma'am; and work for Phillips.

Miss Pascal. In what town is that cannery?

Mr. Singleton. Newark, Del.

Miss Pascal. How long do you stay up at Phillips?

Mr. Singleton. Seven weeks.

Miss Pascal. And then where do you go?

Mr. Singleton. I come back to Belle Glade.

Miss Pascal. What time do you get back here?

Mr. Singleton. About the 15th of October.

Mr. Tipton. Do you usually work for the same people up there in North Carolina and Virginia?

Mr. Singleton. Yes; I have been so far.

Mr. Tipton. You came down here in 1932 and every year since 1932 you have been going on this same trip in the summer, up to North Carolina, Virginia, then Delaware and back down to Florida?

Mr. Singleton. Yes, sir. Every year since 1932.

Mr. Tipton. Do you have a family?

Mr. Singleton. Yes.

Mr. Tipton. How many in the family?

Mr. Singleton. Four of us.

Miss Pascal. Your wife and yourself and two children.

Mr. Singleton. Yes.

TRAVELS BY TRUCK

Mr. Tipton. How do you travel up North during the summers?

Mr. Singleton. I been going up on a truck. Last year I went with Norman Hall. I drove his truck up.

Mr. Tipton. And I suppose you take a load of other people along?

Mr. Singleton. Yes, sir.

Mr. Tipton. How much does it cost you to go up there and then come back down again when you go in someone's else truck?

Mr. Singleton. I don't know. I never figured that out. We just go from season to season. I never checked up on it. He takes us free and the only thing I have to pay is for eats. He doesn't charge us anything.

Mr. Tipton. Do you live on the truck en route to South Carolina, sleep on it overnight?

Mr. Singleton. We just go straight on through. We leave from here tonight and will be there tomorrow night.

Mr. Tipton. When do you sleep?

Mr. Singleton. We don't sleep, just go straight on through.

Mr. Tipton. Do you stop to eat?

Mr. Singleton. We stop at Jacksonville, Savannah. We don't stop any more then until we get to Charleston.

NEGRO "LEADER" MAKES JOB ARRANGEMENTS

Miss Pascal. Do you make arrangements with these people that you work for every year before you go up?

Mr. Singleton. Yes, ma'am.

Mr. TIPTON. Is this Mr. Hall that you mention a labor contractor?

Mr. SINGLETON. Well, he got this job last year from a fellow, Mr. M. C. Collins, and I don't know whether he is going this year or not for he don't speak of it. He is a laboring man himself. He works at the factory right along with me.

Mr. TIPTON. This Mr. Hall made all of the arrangements last year?

Mr. SINGLETON. That's right.

Mr. TIPTON. When you leave Belle Glade for the Carolinas you have always gone with someone who acts as the agent in making arrangements with the farmers up there for your employment?

Mr. SINGLETON. That's right.

Mr. TIPTON. Now, when you get up there and go to work for the farmer, does the farmer pay you your wages or does he pay the wages to this fellow that you go with?

Mr. SINGLETON. He pays me the wages.

Mr. TIPTON. So that you are working independently for him, but this fellow that you go with makes all the arrangements?

Mr. SINGLETON. That's right.

Miss PASCAL. Does he also make arrangements for you up in Virginia?

Mr. SINGLETON. Yes, ma'am.

Mr. TIPTON. The same man?

Mr. SINGLETON. Yes; the same man. He did last year, the first year I went with him, but I have been going up the road ever since 1932 with someone.

Miss PASCAL. And the person with whom you go up north during the summer also makes arrangements for you to work with the Phillips Co.?

Mr. SINGLETON. That's right.

Miss PASCAL. What are you planning to do this summer?

Mr. SINGLETON. Going back to Phillips.

Miss PASCAL. Have you made arrangements with anyone?

Mr. SINGLETON. I am going to drive my own car this time.

Miss PASCAL. You have your own car?

Mr. SINGLETON. Yes, ma'am.

Miss PASCAL. And will you stop off to work in the Carolinas and Virginia?

Mr. SINGLETON. No, ma'am, going straight to Newark.

Miss PASCAL. And you have work there all summer?

Mr. SINGLETON. Yes, ma'am; I have work there until the 15th of October.

Miss PASCAL. Have you made arrangements with the Phillips Co.? Do they say that you will have a job there?

Mr. SINGLETON. Yes, ma'am.

Mr. TIPTON. Have those arrangements been made directly with you, or with Mr. Hall or Mr. Collins?

Mr. SINGLETON. I made arrangements with the Phillips Co. myself when I was up there last fall.

Mr. TIPTON. You made arrangements to come back to them this year?

Mr. SINGLETON. This year; yes, sir.

Mr. TIPTON. When do you expect to leave?

Mr. SINGLETON. The last of May.

Miss PASCAL. How are the tires on your car?

Mr. SINGLETON. Well, they are pretty good.

Miss PASCAL. You think you will be able to get up there all right?

Mr. SINGLETON. Yes, ma'am.

HOUSING

Mr. TIPTON. Where do you live here in Belle Glade?

Mr. SINGLETON. Right in Norman Hall's. Across the street.

Mr. TIPTON. Is that a rooming house?

Mr. SINGLETON. Yes, sir.

Mr. TIPTON. How many families live there?

Mr. SINGLETON. About 10 families.

Mr. TIPTON. You have a room there for your family?

Mr. SINGLETON. Yes, sir.

Mr. TIPTON. How big is the room?

Mr. SINGLETON. Ten by ten, something like that.

Mr. TIPTON. And is there water in the building?

Mr. SINGLETON. Water right at the side of the building.

Mr. TIPTON. Are there any sanitary facilities in the building?

Mr. SINGLETON. Right at the back door outside, not in the building.

Mr. TIPTON. How much rent do you pay?

Mr. SINGLETON. $2 a week.

Mr. TIPTON. Is the room furnished?

Mr. SINGLETON. He furnishes it.

Mr. TIPTON. What does he furnish?

Mr. SINGLETON. He furnishes a bed, table, two chairs and that's all. My wife furnishes her own linen. He furnishes everything else.

Mr. TIPTON. How about a stove?

Mr. SINGLETON. I have my own stove.

Mr. TIPTON. What kind of a stove?

Mr. SINGLETON. Two-burner oil stove.

Mr. TIPTON. And that room is big enough for you and your family?

Mr. SINGLETON. Yes.

Mr. TIPTON. That's your wife and two children?

Mr. SINGLETON. Yes, sir.

Mr. TIPTON. How many windows do you have in your room?

Mr. SINGLETON. Two.

Mr. TIPTON. Screens on the windows?

Mr. SINGLETON. Yes.

Mr. TIPTON. Do all the rooms in the building have two windows?

Mr. SINGLETON. No; nothing but a corner room.

Mr. TIPTON. And you have a corner room?

Mr. SINGLETON. Yes.

Mr. TIPTON. Do all the rooms have screens?

Mr. SINGLETON. Yes; all of them.

Miss PASCAL. Have you ever lived out at the F. S. A. camp?

Mr. SINGLETON. No, ma'am; never have.

Miss PASCAL. Have you ever been out there?

Mr. SINGLETON. Yes, ma'am; I have been out there.

Miss PASCAL. Did you ever think of living out there?

Mr. SINGLETON. I don't know. It is a mighty nice place out there all right.

Miss PASCAL. You just thought that perhaps you might live out there, but never did anything about it?

Mr. SINGLETON. My work is right there and I am more convenient getting to my work, and that is why I stay where I am.

Miss PASCAL. It is easier to get to work?

Mr. SINGLETON. The man I work for is more convenient to get to from town.

Miss PASCAL. Thank you very much.

TESTIMONY OF GEORGE F. WALZ, MIAMI, FLA., APRIL 22, 1942

Mr. TIPTON. Will you please state your name, occupation, and address?

Mr. WALZ. George F. Walz, secretary-treasurer, Miami Production Credit Association, 48 West Flagler Street, Miami, Fla.

Mr. TIPTON. Mr. Walz, we wish to thank you for the statement which you have submitted.

(The statement referred to is as follows:)

STATEMENT OF GEORGE F. WALZ, SECRETARY-TREASURER, MIAMI PRODUCTION CREDIT ASSOCIATION, MIAMI, FLA.

In accordance with your request we are submitting a statement along the topics suggested in your letter, discussing same item by item as listed therein.

(1) Production credit associations are organized under the Farm Credit Act of 1933 and supervised by production credit corporations, one such corporation being set up in each of the 12 Federal land-bank districts. Such corporations are acting in a supervising capacity and have subscribed to the capital stock of each association. The Miami Production Credit Association has capital stock subscribed by the Production Credit Corporation of Columbia, S. C., in the amount of $175,950 in the form of class A nonvoting stock, the proceeds from the sale of this stock having been invested in Government securities which we have as a margin for rediscounting privilege with the Federal Intermediate Credit Bank of Columbia, S. C. The income, however, from these securities is paid into the production credit association. The association has 33 class A stockholders having nonvoting stock in the amount of $790. It has 174 class B stockholders, being the stockholder who has full voting privileges on the basis of one vote per member regardless of the amount of stock held by such member. The aggregate amount of class B stock held by members of this association is $52,777. The association has accumulated earnings of $67,882. The officers and directors of the association are as follows:

Mr. W. H. Owens, president, Goulds, Fla., Dade County.
Mr. G. E. Butler, Jr., vice president, Deerfield, Fla., Broward County.
Mr. T. A. Feaster, director, Homestead, Fla., Dade County.
Mr. E. M. Van Landingham, director, Belle Glade, Fla., Palm Beach County.
Mr. W. E. Sexton, director, Vero Beach, Fla., Indian River County.
Mr. George F. Walz, secretary-treasurer, Miami, Fla., Dade County.

(2) The area served by the Miami Production Credit Association is as follows: Indian River, St. Lucie, Martin, Okeechobee, Palm Beach, Broward, Dade, Collier, and Monroe Counties. All of these counties are served by a State-wide citrus-production credit association at Orlando, Fla., which corporate set-up and administrative organization is created similar to the creation of the Miami Production Credit Association. There is very little agricultural operation in Indian River and St. Lucie Counties other than citrus culture. There is very little agricultural operation in Martin, Okeechobee, Collier, and Monroe Counties.

(3–*a*) Loanable funds are secured by rediscounting members' notes with the Federal Intermediate Credit Bank of Columbia, S. C., who in turn deposit same with similar notes of the other 11 intermediate credit banks in the United States with a Government registrar, who issues short-term debentures against these securities, which debentures are sold to the investing public.

(3–*b*) The capital assets were originally provided, as stated in paragraph 1 hereof, by the Production Credit Corporation of Columbia, S. C., a direct Government agency. As indicated therein, however, such capital has not been made available for lending purposes. The income therefrom, however, is made available to the production credit association. The remaining capital of the association was created by membership subscription, which is mandatory to the extent of $5 for each $100 loaned to the member. Such qualifying stock, however, is not issued on repeat loans unless such loan is in excess of the previous loan. Such qualifying stock will remain available for repeat loans so long as the association's stock is not impaired. Accumulated earnings are all set up in reserves for contingencies and represent the accumulation of income over expenses during the period of operation, which in this association dates back to May 15, 1934.

(4)

Year	Number of loans	Amount of loan	Average loan
1934	195	$174, 639	$800
1936	240	313, 338	1, 300
1938	176	846, 896	5, 000
1940	200	$923. 734	$4, 600
1941	205	1, 069, 951	5, 000

While this tabulation indicates the increase in loan averages it does not materially indicate that large operations dominate the association. Many of the original borrowers from the association have made considerable progress in their operations and thereby require larger lines of credit; for instance, in 1934 it became necessary for the association to carry over approximately 65 of the smaller-type loans. It took from 1 to 5 years to work out these carry-overs. The association's records indicate that it has a large membership turn-over annually. For the year 1941 the association had 36 new members, however, its net increase in membership was only 18 members. We find from 1941 that the increase trended largely to smaller loans. The most material feature in our opinion, contributing to the increase in the loan averages is the fact that larger farmers who in the beginning were skeptical of production credit associations are gaining confidence and their memberships contribute materially to the increased volume and increased loan averages.

The following is the number of loans in each county served and total loan volume for the year 1941:

Dade County, 73 loans	$460, 790
Broward County, 33 loans	185, 405
Palm Beach County, 32 loans	357, 796
St. Lucie County, 3 loans	4, 500
Indian River County, 7 loans	9, 800
Collier County, 2 loans	4, 650
Monroe County	None
Okeechobee County, 6 loans	6, 010

(5) From the best information available this association finances approximately 5 percent of production cost of crops and livestock produced in its area.

(6) Vegetable crops are sold largely, f. o. b., wire sales, and consignment, depending largely upon general conditions and nature of crops. Finances are usually secured in combinations of cash requirements and supply requirements where cash cannot be secured to pay full cost of production. Local supply dealers with outside commission houses is one of the combinations. Individual or private financing, including local banks, with local supply dealers is another combination. An occasional grower has his own cash requirements and uses local supply dealers for credit requirements. The production credit association is perhaps the largest individual lending agency in the section. It is the policy of the association to discourage split lines of credit; nevertheless, in some instances split lines of credit are permitted. It is usually understood, however, by the member and the agency furnishing the portion of the credit that the production credit association has a first and unqualified lien on all crop proceeds.

(7) Trends in crop acreage in the area served by the Miami Production Credit Association usually varies in accordance with past seasons' results, which in effect creates a favorable or unfavorable economic condition among growers. Two successive crop failures of any one variety has a tendency to curtail planting of such variety. This treats specifically with the south Florida potato crop. Prosperous growing seasons created a tendency to encroach upon marginal or submarginal lands thereby increasing the acreage to the extent of such marginal or submarginal lands used over and above what might be termed suitable lands for this type of production. In the event of unsatisfactory farming seasons or low prices these lands are usually the first to be abandoned. There are other factors

that cause a shifting trend of farm operations within the immediate section or to more remote sections such as grass-infested or disease-infested fields, overdrainage or underdrainage, etc.

(8) The general trend of agriculture in a major portion of this territory is toward larger farms and mass production, justifiable in most sections of the territory due to the large investment required for drainage and irrigation, modern machinery and equipment, and the general high cost of developing new lands. Due to a condition where most of these lands are in the hands of the original investor who purchased them for farming operations and is making farming his principal vocation, such improved lands have not as yet been opened to tenant farming as in many of the stable farming sections of the United States. Consequently, the small type farmer is not so prevalent in this section as he is in areas where farm lands are owned by individuals who are dependent upon same for rental income. This condition, however, is not so prevalent in the metropolitan sections where there are progressive curb markets. Particularly is this true in such sections as the Miami area since in this area there has been a general tendency toward smaller loans to members for operating smaller acreage such as strawberries, leaf vegetable crops, poultry and eggs, and the general outlet for smaller loans has been more prevalent in the Miami area than it has in any other portion of the association's territory since in outlying sections due primarily to lack of market outlet for this type of agricultural commodity the general tendency of farming this type of commodity has not been so prevalent.

In reply to the comment quoted out of the report of the Palm Beach Land Use Planning Committee,[1] it should be understood that production credit associations make loans in amounts from $50 on up. This association encourages small loans to an extent that it perhaps gives closer supervision and closer attention to the promotion of smaller loans than it does to the larger loans. It must be borne in mind, however, that regardless of the size of the loan the applicant or participating member must be in position to qualify for such loan under similar qualifications and restrictions placed upon the applicant or member applying for larger loans and proportionately should be in a similar satisfactory financial position. These loans are made to all applicants who can qualify under the terms and conditions set up by the association which in every instance must provide for the safety of the loan and its ultimate repayment. It is our opinion that the report is based largely upon generalities and not upon specific facts. We doubt seriously that the extension service in Palm Beach County would fully corroborate the conditions contained in this report. It is certain that the association's activities in Palm Beach County do not defeat the vegetable allotments since in the first place the association did not nor does it finance a sufficient amount of crops in that county to affect seriously the vegetable allotment. This is true both of the percentage of finances required for vegetable operations in Palm Beach County and the percentage of acreage financed in the county. Notwithstanding this, however, at the time this report was formulated two of the largest loans the association had in Palm Beach County were to growers who drew full compensation for compliance to the program, and we feel certain that if a poll were taken of the farming operations in Palm Beach County that the percentage of members in the Miami Production Credit Association complying with the Allotment Act would equal the percentage of the nonmember farmers in that section complying with the act.

While we prefer that our farmers comply with the vegetable allotment act there are certain factors in connection with the growers' unwillingness to comply with this act over which we have no control. We are of the opinion that the major portion of the noncompliance to the vegetable allotment act is due to the fact that the celery grower and the potato grower were embarked upon an expansion program at the time the allotment act went into effect and were not willing to retrench this program for divers reasons and preferred to lose their benefits rather than to comply with the program. As we stated, however, this is a matter over which we had no control.

The undertone of this planning board report is more or less to the effect that loans to Production Credit Association members should be restricted in amount. This, in our opinion, would not be practical since the restriction of the amount of the loan would have a tendency to discriminate against a certain type of grower. It is not the policy of this association to discriminate for or against either the large of small grower, and, as stated previously in this report, it is the policy of the association to expand both its membership and its volume wherever it can consistently do so and be of material assistance in the upbuilding of agriculture in the territory.

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[1] Large farmers have been able to increase their acreages, their buying power, and marketing facilities by loans from the Miami Production Credit Association. This tends to defeat the vegetable allotment program of the AAA and to lead to the elimination of small farmers. (*Land Use Planning, Palm Beach County, Fla.*, Preliminary Report, May 22, 1941, p. 10.)

We feel that we have covered the material factors in this report and appreciate the opportunity given us to compile the report and will be glad to further cooperate with your committee.

TESTIMONY OF GEORGE F. WALZ—Resumed

FINANCING AGENCIES

Mr. TIPTON. In your statement you said that the Miami Production Credit Association finances about 5 percent of the vegetable growers in the area. Will you tell us what the other major financing agencies are in this region?

Mr. WALZ. Yes. The major credit outlets for agriculture are the local fertilizer and supply houses and brokers or commission houses. Some finance, I think, through local banks.

Mr. TIPTON. Would you put the relative importance in about that order?

Mr. WALZ. Yes; in about that order.

Mr. TIPTON. What percentage of production credit loans are made to various types of agricultural operators?

Mr. WALZ. About 10 percent to dairies, 8 percent to cattlemen, probably 10 percent to poultry, and 72 percent to truck farmers.

RESTRICTIONS ON SELLING ARRANGEMENTS

Mr. TIPTON. Does the Production Credit Association require borrowers to sell through specified channels?

Mr. WALZ. No.

Mr. TIPTON. Do you have any type of arrangement or agreement in order to facilitate loan collections?

Mr. WALZ. Yes; if a borrower has a broker or a firm that he sells through or a creamery that he sells his milk to it is customary, but not a general practice, to take orders either on the broker or dairy for proceeds.

Mr. TIPTON. Do you permit your borrowers to sell through the State markets, for example?

Mr. WALZ. We don't restrict them from any sales. They select their own places for sales, or own brokers.

Miss PASCAL. Do supply houses or banks, or other agencies you mentioned, usually require creditors to sell through specified channels?

Mr. WALZ. Not generally, no. The broker, where he finances, requires that the commodity come through him. He has absolute control or he wouldn't be interested in financing. Financing by terminal market dealers and commission houses, that is what we would call brokers.

LOSSES SMALL

Mr. TIPTON. Has the Miami Production Credit Association lost much through failure of borrowers to repay?

Mr. WALZ. Very little up to this time, a very small percent, about one-tenth of 1 percent. Within the $5,000,000 of loans there has been a total charge-off for losses of $4,775.

Mr. TIPTON. How about this year, Mr. Walz. We understand that Dade County has had some bad luck and Pompano has had some bad luck. Is that going to mean that you will not be able to collect on your loans?

Mr. Walz. Our collections have been better this year than they have in the past. These recent losses through the elements occurred in most all instances so late that the farmers, many farmers, have already had a profitable year.

Mr. Tipton. Then, in general, this has been a good year down here?

Mr. Walz. In general, over the entire territory, this has been a good year. There are a few exceptions. Generally speaking, the Pompano area was over the peak and they had a good market for a long period of time and good crops before the first flood hit them.

Mr. Tipton. To what extent do you expect Production Credit Association financing to increase in this area?

Mr. Walz. The natural reaction to that question would be that our loans should increase to some extent this year. However, the economic condition of the average member may be such that he would curtail his loans. Then we may have a curtailment of operation due to several factors, primarily labor, secondly, supplies and equipment, all of which may reflect into our volume. We don't anticipate much increase in volume.

Miss Pascal. Is the Production Credit Association on an equal footing, from the standpoint of doing credit business with growers, with supply houses, brokers and agencies of that kind?

Mr. Walz. There are certain types of loans that a broker or a supply house would make for the sake of profit and eliminate the certain security feature that we cannot eliminate. In that type of loan we would be at a disadvantage.

REQUIREMENTS

Mr. Tipton.. Can you tell us, in a general way, what are the requirements for Production Credit Association loans?

Mr. Walz. The individual is the material factor, his financial position, the ability of his operation to produce and repay, the purpose for which he desires the money and the collateral that is available. Now, I want to supplement that by this: that it is not necessary for a man to be a strong man financially or have an unusual lot of collateral to get a loan, providing the amount of his loan is within keeping with what he can secure and in keeping with what he has been in the habit of producing and selling and repaying. It doesn't necessarily imply that a man who has plenty of collateral can get what money he wants. It doesn't necessarily imply that a man without much collateral can get no money. You make a loan to a man on three different bases, providing the factors are all favorable. You make him a loan for what he wants. You make him a loan for what he needs. You may make him a loan for his absolute necessities. Those are all individual factors that you have to fit into the individual plan. Now, it is never the purpose, although it is done, to extend credit to an individual in an amount that would absorb all his collateral and, if he has a failure, you would be compelled to ask him to dispose of his collateral to liquidate his loan. That will put him at a disadvantage for future operations. It is the intention, in the first instance, to restrict the loan to a point where, if he has a failure, you can give him another chance, extending him either additional credit the coming year, or perhaps by standing by and letting someone else finance him.

SHORT-TERM LOANS

Mr. Tipton. What term loans do you make, principally?

Mr. Walz. The term is based entirely upon the commodity. The growing period of a commodity and the selling period of a commodity is the basis of the term. They are all restricted for a period of 1 year for repayment.

Miss Pascal. While they are restricted to a maximum period of 1 year, for a crop like beans, for example, it may be for a period of only 60 or 30 days?

Mr. Walz. That's right.

Mr. Tipton. Is that generally true of other credit agencies?

Mr. Walz. All credit agencies would expect to be repaid out of the year's operation if they were making a loan dependent upon a year's operation.

Miss Pascal. Do most of the sources of farm credit make the loan for the period that it takes to grow and harvest and sell the crop or do they arrange to be paid at the end of the season?

Mr. Walz. It is a policy of the Production Credit system to realize on its loans from the commodity that is being financed and their term naturally depends upon the growing period. Now, if it is a commodity that can be stored after the crop has been harvested, it may be stored and converted into a warehouse receipt and continued for another term, but the loan in the first instance is restricted to within a 1-year maturity, for it is not eligible for rediscount through the Production Credit system if it has a maturity longer than 1 year.

Miss Pascal. I mean, not only the Production Credit, but also other sources of farmers' credit. Is it a general practice to have the loan paid as soon as the crop is marketed?

Mr. Walz. If the purposes of the advance were for making a crop.

SUPPLY DEALERS MAY PREFER TO FINANCE BEANS

Mr. Tipton. We heard in the Glades that many creditors, supply houses for example, preferred to lend money on bean crops, and for that reason a lot of farmers who might otherwise tend to diversify their plantings more than they do are not able to do so. Would you agree with that?

Mr. Walz. A supply dealer is in business for volume and it may be that he would be partial to a bean crop since he may supply the man with fertilizer and other supplies one or more times during the season, but otherwise, as far as advancing credit for supplies, I don't think that he would have any preference as to the commodity or the crop. It is natural he would like to have a volume of business and perhaps would prefer a bean crop, but it is also my opinion that, as far as stability and security is concerned, he would rather have his commodity and fertilizers and credit extended in some other variety of crop because it is not as hazardous and spreads his risk.

Mr. Tipton. In your statement you pointed out that the average size of loans given by the Miami Production Credit Association is declining. Is that true in all areas served by the Miami Association?

Mr. Walz. Not so generally as it is in Dade County. I think I outlined in my report the reason for that, that Dade County has a great many small truckers who have an opportunity to sell on the local city market and have a little advantage as to market outlet for that type of commodity over the other sections on account of the size of the towns and so forth in the other sections.

Mr. Tipton. So that the average size loan in Palm Beach County, for example, would not be declining?

Mr. Walz. No, I don't think Palm Beach County would decline much. The new loans that we have been making in Palm Beach County are perhaps smaller than the old loans, but they are still what would be termed large loans.

Mr. Tipton. In your statement you say:

> Many of the original borrowers from the association have made considerable progress in their operations and thereby require larger lines of credit.

Now will you elaborate on that point for us. Mr. Walz?

Mr. Walz. It should be generally understood that the major portion of our territory was in a rather primitive stage of development when the organization first became effective and that the better farmers who were successful increased their resources materially over a period of 8 years and, in order to operate their holdings, it became necessary for them to improve the lands which were the chief increase in resources. This necessitated a larger line of credit. As an example, we have 20 members in this association who were borrowers in 1934 and who again were borrowers in 1941. All 20 of these members have made material progress. Three of these members showed a decline in resources. In the aggregate, however, these 20 members increased their resources from $418,000 to $902,000.

SUPERVISION OF SMALL BORROWERS

Miss Pascal. In your statement you say:

> This association encourages small loans to an extent that it perhaps gives closer supervision and closer attention to the promotion of small loans than it does to larger loans.

What sort of supervision do you give to small borrowers?

Mr. Walz. We work very closely through the county agents and very closely through the Emergency Crop and Seed Loan offices and very closely with the Farm Security Administration and get a great deal of information with reference to smaller farmers and growers who may be developed into satisfactory members of the association and, at the same time, assist them materially in building up their individual agricultural enterprise. This type of borrower gets individual attention further from the standpoint of costs for the loan. In other words, the loan is limited perhaps to about $2.50 to $3 expense, $3.50 at most, and we make all the record investigations out of the office we can on those small types of loans, to avoid excessive cost of examining the records to be paid by these small borrowers, and, in some instances, we even make the record investigations and waive the fee entirely and then we don't have to charge them anything, except the regular service fee.

Mr. Tipton. After the loan is once made, do you have any type of supervising as does the Farm Security Administration in its loans?

Mr. Walz. Not as close as the Farm Security Administration for the reason that the Farm Security Administration has what is called a home agent and they interview or call on the clients more frequently than we do, with the view of assisting them in their home problems and their sustenance problems. We don't go that far into the service, but we do try to keep in close contact with them with reference to their income from their operation, in order that they don't let themselves dissipate the income from their crops which they have pledged as security and get themselves in what we would call a disqualifying position.

Mr. Tipton. Why is it that you don't have to supervise your members as closely as the Farm Security has to supervise its borrowers?

Mr. Walz. It is really an entirely different type of loan. The Farm Security Administration makes a loan to an individual to sustain him first, then with the view of building him up to where he can sustain himself and then cutting loose from him, and turning him over to us.

Miss Pascal. Mr. Walz, have any of the members of your association formerly been borrowers from the Farm Security Administration or the Crop and Feed Loan office?

Mr. Walz. Crop and Feed Loan Office, quite a few.

Miss Pascal. About how many?

Mr. Walz. I think we probably take three or four a year away from them out of this territory. You see, we review all of their applications and then give them a qualifying slip. If we can't qualify them, insofar that we feel they should be financed through some other sources or could be financed through some other sources, we refuse to qualify them, then the Emergency Crop and Feed Loan Office can't finance them.

SUBSISTENCE CROPS

Miss Pascal. Do any of your members grow subsistence crops, along with their commercial crops?

Mr. Walz. Oh, yes; a few.

It depends a little into what section you go and depends a little on what variety of crop you farm. A cattle farmer or a little dairy farmer, he comes close to sustaining himself, closer than the strictly commercial vegetable grower. You see, it has been his policy to grow his crop, sell it, and make a settlement and lock up his house and leave. Some of those, in some instances, were almost as migratory as your migratory laborer, but they are much more stabilized now.

Mr. Tipton. There are still some of those?

Mr. Walz. There are a few; yes. Very few.

Miss Pascal. In other words, the cattle or dairy farmer will have a farm home with a garden for his own use and a couple of cows, and so forth, while the vegetable farmer usually just plants the commercial crop?

NOT A GENERAL FARMING AREA

Mr. Walz. Yes; and most of the time he buys everything he needs to eat, especially between seasons. Now you find that particularly true in this section but not so materially true in the general farming section. You see, this is not what we call a general farming area. Our area is very foreign, you might say, to the production credit system. As a matter of fact, when this system was inaugurated in this section, it looked like we weren't going to do any business down here at all. The system in itself was originally set up for where a man was to give a first lien on his crop, and also on his livestock and equipment, and that should be sufficient security for funds to make his crop. Production credit loans are made strictly on a security basis and about the only security the vegetable grower had was his real estate.

Miss Pascal. How about the vegetable farmer who rents his land—what sort of security does he usually have?

Mr. Walz. The vegetable grower who rents his land and restricts his operation to within the bounds of his security can farm through the Production Credit Association, just like the farmer that farms his own land; but the general policy of this type of farmer is to want to farm more land than he can secure financing for, rather than to limit himself to his operation. He perhaps gets his financing through some source that would cost him more money and at the same time restrict him as to the marketing of his crops.

Mr. Tipton. Can you tell us approximately what is the minimum acreage possible to farm profitably in the three areas—the Glades, Broward County, and Dade County?

Mr. Walz. I can give you a fair idea. The minimum acreage, in my opinion, that should be developed in the Glades section, to permit a justifiable return upon investment for development, including drainage, irrigation, and water control, would be 160 acres. In the sandy land sections along the east coast, which would imply from Lake Worth to Fort Lauderdale, this might well be reduced to 80 acres and, perhaps, in singular instances, to 40 acres. In the general Dade County farming area, where a great many small leaf crops are grown, that acreage might be reduced to as low as 10 acres. This statement is rather general since, in all sections, there are smaller operators who seemingly operate at a profit. They are at a disadvantage, however, in protecting themselves against weather elements, especially unusual rainfall.

Mr. Tipton. How is a large grower in a position to protect himself more effectively from weather hazards than is a small grower?

Mr. Walz. He has invested in equipment a large amount of money. He has his farm unit of sufficient size that permits him to drain it and irrigate it. His drainage is a material factor in its improvement, is usually done by large machinery and it is not practical for this type of improvement to go on a small tract of land unless in singular instances where that small tract of land may have a proper outlet for the surplus water.

Mr. Tipton. How about the hazards of frost? Is the large operator in a better position to protect himself against frost hazards than the smaller operator?

Mr. Walz. From a practical standpoint, no. It is true that a man with unlimited financing may be in a position to do a little smudging or flooding around cultivated tracts that would detract the frost or have an effect on the frost but, from a practical standpoint, I would say he doesn't have much advantage over the small man.

Miss Pascal. Does the large farmer tend to diversify his planting more than a small farmer?

Mr. WALZ. Materially not; in proportion to the amount of acreage he plants, I would say he doesn't.

Mr. TIPTON. Is there much good farm land for sale out in the Glades at the present time?

Mr. WALZ. There are still a great many acres of undeveloped muck lands in the Everglades section but the lands that have the most favorable outlet for surplus water, which is one of the material factors in the development of that section, are getting to be pretty closely owned. They are pretty well taken up, and being developed by local farmers who have purchased the land within the past 3 to 5 years. The acreage that would be left out there would necessitate a development that would permit a water outlet to some general cross-State canal or something similar.

Miss PASCAL. Is there any tendency in the lake area for the farmers to buy up land, farmers who formerly had been renting land?

Mr. WALZ. Every man in the farming area, that has been successful to a point where he has surplus money after the farming season, has a general tendency to buy land rather than to conserve his resources for operation.

Miss PASCAL. Is this tendency to purchase land general throughout the south Florida farming area? Are there some areas where farmers prefer to rent land?

Mr. WALZ. I would regard that tendency general in all areas and in all commodities.

Mr. TIPTON. How about potatoes, Mr. Walz? Isn't it true sometimes that a person who specialized in growing potatoes only, would prefer to rent since the land may become diseased for potatoes?

Mr. WALZ. In the potato-growing area—what we call the potato-growing area is primarily Dade County in our territory, although they also grow potatoes in muck—but my conclusion is that the average grower, even a potato grower, would prefer to own land rather than rent it. There are certain features about taking care of lands, in order to grow a potato crop to an advantage, that the average tenant would not like to perform on rented land, such as growing cover crops, drainage and leveling and smoothing of lands. Then, too, the better types of potato lands rent around $20 an acre which would be an inducement to a man to own the land rather than rent it, from the standpoint of income.

Mr. TIPTON. How much is good potato land worth?

Mr. WALZ. We regard the best potato land as selling currently at $200 an acre.

Mr. TIPTON. Why have tomato and potato acreages in Dade County declined in the last 2 or 3 years?

Mr. WALZ. It is my opinion that is is primarily an economic condition with both crops because they had three unfavorable seasons in both of those crops and the potato grower has restricted himself to a limited area due to the fact that the type of grower that would expand and take a chance on marginal lands didn't have the finances to make a crop and the tomato grower there has been definitely injured financially to where his credit is very limited. Even among the better type of growers, the credit is very limited. They owe accounts 2 or 3 years old to fertilizer concerns that have always thought well of them, but they are just limited to granting additional lines of credit.

Miss Pascal. What are the principal market outlets for south Florida products?

Mr. Walz. Our market outlets for primary commodities, beans, tomatoes and potatoes, are all out of the State. The market is being expanded continually. We never shipped potatoes to the West before. They go to the West now. Tomato markets are expanding through trucking, as are beans.

Miss Pascal. Does much of that trucking originate from these new State markets that are being set up?

Mr. Walz. I think the trucking had its inception and a fair volume before the State markets came into effect, but the State markets have given the trucker a definite place to go at certain times where he could fill his truck with two or three definite varieties. They have a tendency to build up the trucking.

CONTRACT HARVESTING

Mr. Tipton. Is much labor in this area handled on a contract basis?

Mr. Walz. Harvesting labor particularly. I think you will find, in practically every area, some contract laboring done but just how extensive it is I wouldn't be in a position to say. But, in the Pompano area and the lake area, I think it is more extensive than it is in the Dade County area, due primarily to most of it being piecework, unit work paid by unit. It is my opinion that it is overcome some by farmers having their own quarters and the migratory camps having a permanent base or suitable base for their labor to house themselves. The workers are not entirely under the control of the contractor, but in general I think you will find a great many laborers coming here through some contractor that brings them from some other section and he, in a measure, controls them throughout the season. This is quite prevalent. Just how general it is, I couldn't say.

Mr. Tipton. Is it a general practice for growers in the area to have their own housing and their own commissaries?

Mr. Walz. There is a general tendency to have their own housing but there is another feature there about a smaller grower, he can't have all that convenience, he must depend upon a laborer who can be housed somewhere else.

Mr. Tipton. Is it an advantage to a grower, do you think, to have his own quarters?

Mr. Walz. It would be for most of his labor. The real type of migratory laborer, I would think, reflects back into such things as bean picking and contract work, and harvesting, but for general farm work it would be to his advantage to have his labor on his farm.

Mr. Tipton. Then, for day labor, it is advantageous to have housing, but not necessarily so for harvest labor?

Mr. Walz. Yes, that's right. In other words, the average farmer would hardly be in position to have enough accommodations for harvesting hands.

Miss Pascal. Does the system of labor contracting seem to be efficient and suitable for this area?

Mr. Walz. You hear it criticized, and some of the farmers prefer it. It depends again on the individual who has control of the labor more than anything—and how he treats them.

MIGRANT LABOR

Mr. Tipton. Will you tell us something about the experience this year with regard to farm labor supply and what situation you expect will develop next year?

Mr. Walz. I think this committee should have the information as to the general advantages to the migratory labor. You understand, from fiction writers and one thing and another, that the migratory laborer is a bum, but that theory is wrong in this section. Now, a great deal of our migratory labor consists of farm families from north Florida, Alabama, Georgia, and perhaps as far up as Tennessee and some of the Carolinas: Those people live on the farms. They may be tenants, some may own their farms. They bring their families down here in the wintertime because they can supplement their income materially and live through the winter and perhaps avoid some of the winter hardships. It is not necessarily true that this migratory labor just jumps around from one place to another. I am satisfied that a portion of it does, but I think that a liberal portion of this labor that comes down here supplements its income and avoids hardships in a community where it comes from, insofar as charity is concerned.

Now the reason I am giving this information and draw this conclusion is this: As a member of the Department of Agriculture War Board for Dade County, we had an occasion to have a meeting with the chairman of the draft boards of Dade County, due to the farmers being alarmed with reference to labor conditions, with a view of impressing the draft board to permit deferment of agricultural labor and these members of these draft boards were unanimous in their opinion that the deferment of agricultural labor in Dade County was not a problem, that the deferment already existed before you got to that classification. The men had dependents in over 90 percent of the cases. Then we brought up the question as to how about these boys that come in here. It was then determined that this is a question for the boards where these fellows come from and where probably the same conditions exist, that they would be in a lower classification because they have dependents and that the agriculture features don't enter into it. Now, it is possible that, when these reclassifications come, it will have some material effect, but labor in general is going to be scarce.

Mr. Tipton. Was there an actual shortage this year?

Mr. Walz. The shortage this year was not perceptible, due to the fact that the peak labor seasons in the three competing sections were not under competitive conditions since the harvesting period in the lake area was over when the Broward County section needed most of their help and the flood about January 14 in Broward County permitted that labor to migrate down here and take care of the south Dade County situation, and that is one thing that avoided the shortage, I think.

Mr. Tipton. You anticipate the same situation developing next year?

Mr. Walz. The shortage? Yes, I do.

Mr. Tipton. Thank you, Mr. Walz.

TESTIMONY OF ROBERT PATTON, CAMP OSCEOLA, FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP, BELLE GLADE, FLA., APRIL 26, 1942

Mr. TIPTON. Will you give your name for the record?

Mr. PATTON. Robert Patton, Box 197, Chosen, Fla.

Mr. TIPTON. What is your occupation, Mr. Patton?

Mr. PATTON. I am a gas engineer and pipe fitter by trade. I have been working for agricultural and fruit harvests since 1926.

Mr. TIPTON. Where have you worked in agricultural harvesting?

Mr. PATTON. Well, Idaho, Kansas, Oklahoma, Michigan, Indiana, Arkansas, Nebraska, Wyoming, in fact I have worked over 33 different States.

Mr. TIPTON. Where are you from originally?

Mr. PATTON. Oklahoma.

Mr. TIPTON. When did you leave Oklahoma?

Mr. PATTON. In 1926.

Mr. TIPTON. What did you do in Oklahoma?

Mr. PATTON. I worked in the oil fields, pipe fitter and gas engineer.

Mr. TIPTON. You never farmed out in Oklahoma?

Mr. PATTON. No, sir.

Mr. TIPTON. Will you tell us where you moved from Oklahoma and the places to which you have been going since?

Mr. PATTON. I worked in Kansas in potatoes; Minnesota in potatoes; Idaho in potatoes; logging camps in Idaho. I worked in cotton in Texas and Oklahoma and through there; Michigan in cherries and strawberries, all kinds of fruit, apples, peaches; Indiana in tomatoes; the Upper Peninsula in blueberries on Lake Superior. It is 60 miles from a settlement, no one lives there, just State land. You go in and gather them and they are yours, and trucks come in and buy them. You can do pretty good at that, $1.75 for 16 quarts. That's considered a case, and pretty nearly anyone can work four cases in 5 or 6 hours. I worked in Wisconsin in cherries, worked there last year in cherries. In fact, we have worked everywhere fruits and vegetables grow. In the Rio Grande Valley, Tex., we worked in citrus fruit. I was foreman of a fruit shed there for 4 years.

Mr. TIPTON. How long have you been coming to Florida?

Mr. PATTON. This is the fourth season.

Mr. TIPTON. Fourth season in a row?

Mr. PATTON. Yes.

Mr. TIPTON. Since you have been coming to Florida where have you been spending the rest of the year?

REGULAR HARVEST ROUTE

Mr. PATTON. In Michigan, Wisconsin, and Indiana. When I leave here, the usual route I go to Michigan is from here to Paducah, Ky., to make the strawberry harvest. That's a strawberry country. You can go to Paris, Ill., that's another strawberry center. From there to Michigan, around Benton Harbor. I go to Hartford 20 miles east of Benton Harbor, but still in Berrien County. St. Joe is the county seat. Then we go from there to Traverse City. That is one of the biggest cherry harvests in the United States. We go from there to the Upper Peninsula for the blueberries. Then coming back on the Wisconsin side, we make the cherry harvest. Then you come from there to Indiana for tomatoes, if you want to. Then it is time to come back here, if you are coming down.

Miss Pascal. What time of year is that?

Mr. Patton. Tomatoes start along about the 1st of August and last until the end of September. I got here the 20th of September last year. When I came there was 2 weeks left up there yet.

Miss Pascal. Do you stop any place on the way from the tomatoes in Indiana to Florida?

Mr. Patton. No, I come right straight through.

Miss Pascal. Then you get down here about the 1st of October?

Mr. Patton. I always come early. I have one girl in school, that's the reason I came back earlier, but you can stay up until the 1st of October. Sometimes you could stay there until the 10th of October, but you really figure about the 1st of October to wind it up.

Miss Pascal. What do you do after you get down here?

Mr. Patton. We come down here. If you want to you can start cutting potatoes, start about the 15th of October. Beans start about the 10th of October.

Mr. Tipton. So that you usually work down here, first, in the potatoes?

Mr. Patton. Yes, we usually cut. About the 15th of September you can cut potatoes here, then the packing shed starts about the 15th of October. That's for beans. Of course, you know celery usually starts along about Christmas.

Miss Pascal. In what other crops do you work down here?

Mr. Patton. Just beans, celery, and potatoes.

Miss Pascal. In which of those do you prefer to work?

Mr. Patton. You mean all the rounds?

Miss Pascal. I mean just here in Florida.

Mr. Patton. I would rather work in beans. My wife would rather work in celery.

Miss Pascal. Why do you prefer beans and she celery?

Mr. Patton. I don't know. She's just that way about it, I guess. It's all the same money. I'd rather work in beans.

Mr. Tipton. What do you do in the bean shed?

Mr. Patton. First one thing, then another, pretty nearly everything. Sometimes I pack them, sometimes catch them, sometimes work on the loading crew.

Mr. Tipton. What does your wife do in the celery?

Mr. Patton. She packs.

Mr. Tipton. Do you plan to go back to Michigan this year?

Mr. Patton. Well, I would if I hadn't got connected on a job in Oregon, but I got connected there on a job and so, therefore, I won't go to Michigan. Otherwise I would have, for I have been going there for the last 7 or 8 years every summer.

Mr. Tipton. Then you have been making this round you described to us from here to Kentucky, to Michigan, to Wisconsin, to Indiana and back to Florida for about 7 years?

Mr. Patton. Except for Florida. I have only been to Florida 4 years. I used to go to the Rio Grande Valley.

Miss Pascal. Why did you change from the Rio Grande Valley to Florida?

Mr. Patton. Well, just for the change, that's all. No particular reason. You make just as much money there as here, practically on the crops.

Mr. Tipton. And you figured when you came down here there wouldn't be much difference?

Mr. Patton. No. I knew it was the same thing. I know people all over the United States that make all the harvest seasons. We meet people from all over, at different places. I knew just what it was when I came down here.

GOING TO OREGON DEFENSE JOB

Mr. Tipton. You said that this year you have decided to go to Oregon? When do you plan to leave for Oregon?

Mr. Patton. In the morning, as soon as I register. That's the only thing that's holding me now. I have to register in the morning.

Miss Pascal. What is the job that you have out in Oregon?

Mr. Patton. I am going to work as a pipe fitter.

Miss Pascal. Is this on a defense job?

Mr. Patton. I have a son-in-law that has charge of it there and he wrote and told me to come out and go to work. That's how I connected with the job. It's a defense job. I don't know whether an air base or what it is.

Mr. Tipton. Where is the job?

Mr. Patton. Medford, Oreg.

Mr. Tipton. How are your tires? Have you enough rubber to get out to Oregon?

Mr. Patton. If I didn't consider it, I wouldn't start.

Mr. Tipton. Do you know how long this job in Oregon will last?

Mr. Patton. Seven months.

Mr. Tipton. How many are there in your family, Mr. Patton?

Mr. Patton. Five.

Mr. Tipton. That's your wife and three children and yourself?

Mr. Patton. Yes.

Mr. Tipton. You said awhile ago that you liked to come down here a little early in order to get your girl in school. Is she the only one of the children in school? Are the other two older or younger?

Mr. Patton. They are older.

Mr. Tipton. Do they work, too?

Mr. Patton. They work in the packing sheds, beans or celery.

Mr. Tipton. How old are they?

Mr. Patton. Eighteen, both 18, twins: a girl and a boy.

Miss Pascal. In all of these areas where you have been harvesting fruit and vegetables, which areas have you found that you liked the best and where could you make the most money?

Mr. Patton. That depends on the season, of course. In tomatoes you can make $1 an hour. That's up in Indiana. Any of us can make $1 an hour apiece.

Mr. Tipton. Is that piece-work picking?

Mr. Patton. Yes; piece work.

Mr. Tipton. How much do they pay?

Mr. Patton. They pay 5 to 7 cents a hamper. That's not a bushel. That's five-eighths of a bushel. That includes anything red, if it's rotten it is all right. Just so it's not green. They use the rotten ones for the catsup.

Mr. TIPTON. How about the other areas?

LOW WAGES IN FLORIDA

Mr. PATTON. Florida is the sorriest wages in the United States. The only thing you can say about Florida is it is a nice place to make the winter, a good climate.

Mr. TIPTON. How about the Rio Grande?

Mr. PATTON. I can make more money, or as much. As an average I made more because I was foreman of the packing shed, but for ordinary labor wages, it is about the same.

Mr. TIPTON. How do you account for the fact that you are not able to make as much in Florida as elsewhere?

Mr. PATTON. They just don't pay the wages, the rate of wages. It is the scale of wages. That is lower. You take the hourly work in the North up there, 15 or 20 cents higher, just for labor, than it is here. They raised to 35 cents yesterday. They have been paying 30 cents, but so many are quitting now, leaving the packing sheds, so they raised yesterday at 4 o'clock to 35 cents. In previous years it has been about 15 cents more—around 45 cents—for work up in the other areas, for hourly labor working in the packing sheds, farm labor or working in packing sheds. We never do any hourly work after we leave here. It is all piece work. I would rather work piece work any time.

Miss PASCAL. I wonder if you could give us a rough estimate of the yearly income of your family as a whole?

Mr. PATTON. Now, that would be hard to do because we never keep no track of it, but there is several weeks in Indiana we had over $100 a week. In fact we run $96 the rest of the time, and it was over $100 that time in Indiana. Several weeks here in the fall crop we made $80. That was in Florida.

Miss PASCAL. What kind of work was that?

Mr. PATTON. Working in the packing sheds.

Miss PASCAL. That includes the wages of four of you, you and your wife and two older children?

Mr. PATTON. Yes. If you make $20 a week here in these packing sheds you are putting in a lot of hours.

HOUSING

Mr. TIPTON. In the various areas to which you go, how have you found housing conditions for agricultural workers?

Mr. PATTON. Very poor. This is one thing I can say about this place. I was here before this camp was ever built and it was pitiful then. It was really pitiful the way the people had to live. You take up north, there are no migratory camps at all. In Michigan, they was trying to get trailers last year. The Government was going to furnish the farmer with a trailer and pull it right on his place and the workers use it and, when he got the crops harvested, he would pull it back, but they couldn't get that through some way or other.

Mr. TIPTON. You said that conditions were bad down here before they put the camp in? Where did you live down here before they established the camp?

Mr. Patton. We had an apartment. It was a room over the Golden Eagle saloon but most of the people lived in the Rader camp right across from the Royal store at Belle Glade. It was the most unsanitary conditions you ever saw. You needed rubber boots to wade around there, hip boots at that. We got an apartment up town at another place but we were fortunate. I had been down in that camp and it was pitiful. Lots of people lived in cardboard houses, made out of cardboard, around the packing sheds. Just any way they could for there was no place for them to live. It was really pitiful. I thought a lot of times I couldn't see how typhoid fever could help but break out the way they had to live, especially in the Rader camp.

FARM SECURITY MIGRANT CAMP

Mr. Tipton. Then, the Farm Security camp has made a big improvement in living conditions?

Mr. Patton. Oh, my, yes, a hundred percent, for, you might say, there were very few places it was fit for a person to live in at all before this camp was built.

Miss Pascal. Mr. Patton, is the camp full now?

Mr. Patton. No, I don't suppose more than half full. People are leaving every day now and I figure in 30 days there might be 60 families left. Maybe that many may stay all summer. I think that many stayed all last summer.

Miss Pascal. You say the camp is only half full, but there are some workers now who are not living in the camp. Isn't that right?

Mr. Patton. Several. No so many now as 30 days ago because so many are leaving. They are leaving every day. I see them leaving the packing sheds going north.

Mr. Tipton. Why, if the houses in the camp aren't all in use, do some of these families live outside?

Mr. Patton. Lots of them are not able to get in. They have been in here and they moved them out on account of them being undesirables. That is the reason several of them cannot get in. I have heard some few say they didn't want in. Maybe they didn't want to live like they live here. I don't know, but the majority of them—well, I saw several that has been here that was put out and can't get back. Some owe rent and different things, undesirables in some way.

Miss Pascal. Do any of the packing sheds have quarters for their workers?

Mr. Patton. Nothing, only for the Negroes. Some of them have quarters for the Negroes but not for the packing-house workers. There are no Negroes in the packing house. They do the field work and some of them have quarters for their field people, the Negroes.

Mr. Tipton. You said that there are no Farm Security camps in these northern States that you have been going to. How do you find living accommodations in Michigan, Wisconsin, and Indiana?

Mr. Patton. Some of the fruit growers there have some accommodations, but we have a tent that we usually live in during the summer and we usually just get out in the shade some place and camp in our tent during the summer. But some of these people do have houses. In fact, the fellow we picked for at Hartford had a house for us, a nice house, modern house, and he keeps it for us all of the time, but they don't all do that. Most of the people lives in tents or just any way they can live, same as down here.

JOB CONTRACTS

Mr. Tipton. Have you made a practice of going back to the same people you have worked for in previous years?

Mr. Patton. Yes, sir. I go to the same people every year, generally.

Mr. Tipton. That has been true for every area?

Mr. Patton. Yes.

Mr. Tipton. Is that true also of Florida?

Mr. Patton. Yes, I work for the same packing house.

Miss Pascal. Do these people in the northern States write to you and tell you when they want you?

Mr. Patton. Yes, I got a letter from the people I work for, just a few days ago, from the man in Hartford, Mich. He was afraid they weren't going to have help to harvest the crop. He wanted to know if we were coming up, and to let him know.

Mr. Tipton. Have you written back?

Mr. Patton. No, but I will, and tell him we won't be there so that he can try to get someone else if they can. But they are afraid there won't be enough people to harvest crops there this year. It takes a lot of people. That's a big tree country.

Mr. Tipton. Are there many people who make this same round between Florida, Michigan, Wisconsin, and Indiana that you and your family make?

Mr. Patton. Well, I would say possibly 10 or 15 percent of them down here make practically the same round. Some of them go up the east coast to New York, Pennsylvania, and they scatter when they leave here. The most of the help here is from Georgia, lives on farms. There are a considerable number go this same route, migratory workers I call them.

Miss Pascal. Do most of the people down here travel in their own cars or do any of them pay truckers to take them up in trucks?

Mr. Patton. The majority of them have their own cars, but lots of them pay truckers to take them.

JOB INFORMATION

Miss Pascal. Do many of these people who make this round keep in touch with the farmers up there?

Mr. Patton. Yes, I think so.

Mr. Tipton. So that you know before you leave here something about the availability of work up there, when it is going to be ready and so on?

Mr. Patton. Yes, I know just when it is going to be ready and how the prospects of the crop is, except for hail or something like that. If it was not good, I would go another direction.

Mr. Tipton. When you are up there do you correspond at all with anybody down in Florida?

Mr. Patton. Yes, we always correspond with people down here. We know how the prospects are here.

Mr. Tipton. Directly with the packing house, I suppose.

Mr. Patton. Yes.

Mr. Tipton. Thank you very much for this information, Mr. Patton.

TESTIMONY OF PAUL VANDER SCHOUW, WEST PALM BEACH, FLA., APRIL 29, 1942

Mr. Tipton. Will you please give your name, address, and position?

Mr. Vander Schouw. Paul Vander Schouw, supervisor, Florida migratory labor camps, 706 Comeau Building, West Palm Beach, Fla.

Mr. Tipton. The committee has received the statement, tables, letters, and resolutions that you have submitted and they will go into the record.

STATEMENT BY PAUL VANDER SCHOUW, SUPERVISOR, FLORIDA MIGRATORY LABOR CAMPS, WEST PALM BEACH, FLA.

Florida Migratory Labor Camps

Since the Farm Security Administration opened its first two camps in south Florida, in April 1940, the camp program has continued to grow and to touch the needs of a number of new communities. Many areas where concentrations of migratory labor are employed each year have permanent camps in operation now, while in other areas where the season is of shorter duration, a system of mobile camps is being considered and will be ready for the 1942–43 season.

Permanent camp sites thus far selected, with year of acquisition, acreage, and cost, are as follows:

(N indicates camp for Negro workers; W indicates camp for white workers)

Okeechobee Camp (N), Belle Glade, 1939, 159.85 acres	$13, 600
Osceola Camp (W), Belle Glade, 1939, 74.25 acres	13, 122
Pahokee Camp (W), Pahokee, 1940, 49.92 acres	6, 000
Everglades Camp (N), Pahokee, 1940, 59.89 acres	7, 500
Pompano Camp (N), Pompano, 1940, 80.64 acres	2, 400
Canal Point Camp (N), Canal Point, 1941, 72.25 acres	9, 360
South Dade Camp (N), Homestead, 1941, 80.40 acres (donation)	300
Redlands Camp (W), Homestead, 1941, 70.06 acres	10, 000
Hospital, Belle Glade, 1941, 29.99 acres	3, 000
Total, 677.25 acres	65, 282

The Belle Glade, Pahokee, and Canal Point camps are spaced around 35 miles of the margin of Lake Okeechobee. All five camps are in Palm Beach County, which boasts of 87,000 acres of winter vegetable crops and 20,000 acres of sugarcane. Eighty-five percent of the former and all of the cane is in the area accessible to these camps. The Pompano Camp in Broward County serves an area of 23,000 acres of vegetable crops out of a total of 48,000 acres for the county. The Homestead camps are 40 miles south of Miami in the heart of a winter vegetable district covering more than 25,000 acres.

In all of these territories the housing standards have been and remain far below that desirable for any American worker. There have been no sanitary arrangements and usually the only source of water was a roadside ditch which also received the refuse of the camper.

Facilities for recreation were unknown, or found only in a nearby "jook." When the Farm Security Administration entered the field it was not supposed that adequate housing would suddenly be provided for all those who needed it. The program was designed to provide a standard to be followed by others, private enterprises through growers or operators. This expectation is not baseless. Many new private camps are being built and improvements, including running water and electricity, are being added to others. It is estimated that twice the number of families directly benefited by the Government camps have realized material improvements in their living conditions through private enterprise. Some of this improvement was made by growers after a study of the Government camps, while some was made under protest but found necessary to hold labor.

Much progress has been made in camp construction. The original Florida camps at Belle Glade were copied from plans used in another State and the metal and concrete construction has been found less desirable than all wood or wood and asbestos shingles, as later adopted. A duplex shelter, convertible into a single two-room unit, was found most desirable and the multiple units used at the Okeechobee Camp discontinued.

Below is given the opening date, original basic construction cost, and the number of units in each of the camps:

	Opened	Cost	Units
Okeechobee Camp (original)	April 1940	$277,758	348
Okeechobee Camp (addition)	March 1942	330,000	240
Osceola Camp (original)	April 1940	328,086	186
Osceola Camp (addition)	February 1942	186,000	150
Everglades Camp	August 1941	293,000	313
Pahokee Camp	September 1941	237,690	185
Pompano Camp	August 1941	260,859	313
Canal Point Camp	May 1942	332,500	194
Redlands Camp	April 1942	265,234	188
South Dade Camp	April 1942	269,900	196
Hospital	July 1942	100,000	[1] 50
Total		2,881,027	

[1] Beds.

Construction costs are relatively greater in the muck areas, due to the necessity of anchoring all buildings to a firm footing through 6 to 10 feet of muck. Sewage-disposal plants and water systems have also been necessary.

A migratory camp is a complete village or community within itself. In addition to housing, many other units are needed which include an assembly building, a clinic, school, nursery school, canning kitchen, utility building with laundry facilities, and comfort stations. In some camps excellent starts have been made with cooperative stores. The Okeechobee Camp store pays for the nursery school and school lunch food from its profits. Its gross business in December was $3,960.

The assembly building is the seat of democracy in the camp. A community council, which is elected by the people in the camps, meets here regularly and lays down rules and regulations which shall be observed by the people in the camp. Many family problems and problems between families are heard and settled through the medium of the community council. Hearings are given to those who fail to pay their small weekly dues or to work out the 2-hour work period which is required of each family in the camp. Cases of delinquency are reported and recommendations made for eviction of undesirable families. Recommendations for the handling of camp finances are made by this group and any camp member can get a hearing on any question or grievance.

The assembly building is used for many other purposes—church services, community singing and entertainment, moving pictures, and many wholesome recreational activities which supplant the native "jook" joint. Interested people outside the camp join in the activities and often furnish part of the program. As an example, we quote the following from one of our monthly reports:

"Each of the camps shows progress in its community affairs and camp government. The success of the programs provided in the assembly buildings is sharply demonstrated by an interview with Mr. Herbert N. Evans, county collector of amusement taxes. Mr. Evans came to this office on March 7 with a bitter protest from the operators of "jook joints" and dance halls from the whole territory from Clewiston to Canal Point. He was sympathetic with these complaints saying that about $6,000 per year was provided in taxes which support the State and county government from this source and that our activities were cutting deeply into the patronage of these places.

"Since the beginning of our program we have endeavored to substitute wholesome recreation to take the place of dubious activities in these places and this news was received with great pleasure. Mr. Evans stated that not only do people from our camps no longer visit these questionable places, but large numbers of outside families are being attracted to our assembly hall activities. This is also good news as we have made a special effort to attract outside people to the camps by this means."

The schools are staffed with county teachers, most of whom take an active part in all community affairs. Six grades are taught in all of the camps except Okeechobee, which includes a complete high school course and admits many students from the surrounding area. Every child of school age gets a good lunch at noon. Food is provided from many sources: Camp fund, camp gardens, donations from farmers and packing houses, surplus commodities, and other means. A most remarkable effect is seen in the growth and good health of the children.

Each camp has a nursery school to provide care for the preschool children of parents who must both go to the fields or packing sheds. Feeding is an important part of this program which uses the same sources of materials. There are from forty to a hundred children in each of the nurseries between the ages of 6 months and 6 years. They are getting an excellent start in life. It has recently been found desirable to care for babies under 18 months in separate quarters. The change is not completely effected.

Canning kitchens have proved their value. Over 30,000 cans of produce have been processed in the five operating camps with much of the season still ahead. Part of this food will go to school and nursery school luncheons, the rest to individuals who have done the work. Material for canning was taken from fields thrown open for the purpose, from home gardens, or other surplus.

Utility buildings serve many purposes but are important, first, in the sanitation and cleanliness of the camps. Clothes lines are always full of clean clothes, which become gradually whiter as the sojourn in the camp lengthens. Sewing machines are busy making many garments for the families and have made 256 articles for the Red Cross. Nineteen hundred and forty-four people in the camps made 1,495 mattresses and 393 comforters to date for their own use.

Farmers farther north use more horses and mules than are used down here in south Florida. They feed them well the year around and give them clean housing and water. A strong, healthy animal is needed for a heavy crop season. A good farmer will agree to this without a moment's thought. As he thinks of it, he also agrees that good housing and good health are just as essential to the man or woman who help bring in the crops. It is the basic philosophy of the camp program that a healthy, properly fed individual will work well and like it because he has the vital energy it takes.

The health program in the camps is carried on through the Migratory Labor Health Association, which operates through a clinic or health center in each camp. Every individual living in the camp is eligible for care and treatment and all low income agricultural workers living outside the camp who can get to the clinic have the same privilege. Venereal disease has been the scourge of the area. Treatment is required in the camp and offered free to all outside. There is evidence that the score is being lowered. A graduate nurse with public health training is always on duty in the clinic and a physician is on duty daily for the time necessary. About 48 percent of those who visit the clinic for treatment need see only the nurse. Records show clinic visits from the opening of camp to March 31, 1942, as follows:

Osceola Camp	6, 443
Okeechobee Camp	10, 880
Everglades Camp	4, 217
Pahokee Camp	2, 738
Pompano Camp	4, 166
Total	28, 444

The cost of operating the clinic is being constantly reduced as the volume of service is increased. At the present time it varies from $1 per visit in the smaller clinics to 40 cents in the largest. It is believed that the average will soon be about 50 cents per visit. At the present time hospitalization is carried on through established hospitals in West Palm Beach; however, a new hospital is under construction and facilities will be far more complete next year and all needy surgical cases can be handled.

And what about conditions outside the camp? People are still living in the same squalor as before, many in the same condemned houses that still stand, a little more rickety than before. Some are victims of habit, some have heard strange stories of rules that must be kept; some labor under threats of no employment. In some cases there is a simple and unbelievable ignorance of things beyond their horizon. Only the kindness of a purifying sun and often a drenching downpour of rain controls disease and allows survival in many of these canal-bank hovels hidden in the bamboo clumps on the richest soil in the world. The job is only started. There must be education and understanding, the one in the laborer, the other in the grower. The program of the Farm Security Administration and its migratory camps serves a joint purpose: it can help the grower as much as it does the worker. It must be seen and understood.

Tabulation of employment data, Florida migratory labor camps

(The following tabulation of figures shows the weekly average number of families in camp (1), average day worked per family (2), and average family earnings (3))

Date	Osceola Camp RR-FL-22			Okeechobee Camp RR-FL-23			Pahokee Camp RR-FL-24			Everglades Camp RR-FL-25			Pompano Camp RR-FL-26		
	(1)	(2)	(3)	(1)	(2)	(3)	(1)	(2)	(3)	(1)	(2)	(3)	(1)	(2)	(3)
Oct. 4, 1941	96	1.7	6.88	82	4.9	8.85	21	-----	-----	33	-----	-----	80	-----	-----
Oct. 11, 1941	116	0	0	88	3.5	6.69	28	-----	-----	41	-----	-----	85	-----	-----
Oct. 18, 1941	135	6.4	9.29	103	4	5.99	41	-----	-----	47	-----	-----	87	-----	-----
Oct. 25, 1941	139	4.5	5.97	119	5.4	9.96	52	-----	-----	52	-----	-----	93	-----	-----
Nov. 1, 1941	140	10	12.62	135	5.8	10.16	59	-----	-----	68	-----	-----	98	-----	-----
Nov. 8, 1941	139	7.4	11.10	141	7.4	13.52	75	-----	-----	86	-----	-----	110	-----	-----
Nov. 15, 1941	143	9.4	13.30	155	6	14.48	88	-----	-----	113	10.2	32.11	116	-----	-----
Nov. 22, 1941	-----	-----	-----	170	8.3	18.97	95	-----	-----	137	9.4	26.30	127	-----	-----
Nov. 29, 1941	144	9	23.11	191	9.4	26.08	95	-----	-----	160	9.6	30.95	127	-----	-----
Dec. 6, 1941	145	10	27.06	207	8.6	23.47	99	12	19.69	171	9.6	31.66	129	-----	-----
Dec. 13, 1941	146	12	32.16	221	7.6	15.34	99	18	34.88	176	8	22.21	142	-----	-----
Dec. 20, 1941	148	9	21.29	216	8.9	19.60	103	8	18.43	185	8.1	22.27	149	-----	-----
Dec. 27, 1941	148	12	16.90	211	7.6	14.65	105	10	18.21	187	8	22.05	165	-----	-----
Jan. 3, 1942	-----	0	-----	212	3.5	7.25	111	12	21.32	205	9	30.44	170	-----	-----
Jan. 10, 1942	149	7	17.41	224	5.6	10.90	114	10	22.80	216	8.5	24.42	177	-----	-----
Jan. 17, 1942	180	10	23.65	220	5.7	10.75	116	11	23.63	215	8.7	27.08	168	-----	-----
Jan. 24, 1942	183	10	23.06	206	5.4	9.15	118	10	25.94	217	7.4	14.70	165	-----	-----
Jan. 31, 1942	193	10	31.02	202	4.5	8.65	112	-----	-----	219	7.6	16.79	163	-----	-----
Feb. 7, 1942	196	10.3	19.90	181	4.9	9.61	-----	-----	-----	190	5.7	10.35	-----	-----	-----
Feb. 14, 1942	195	8.5	19.18	192	3.7	6.70	120	9	10.36	226	8	15.72	-----	-----	-----
Feb. 21, 1942	197	8.2	16.29	206	3.7	7.55	124	8	17.98	224	11.5	17.88	130	3.7	5.12
Feb. 28, 1942	195	6	14.51	177	3.2	7.06	125	9	21.44	225	9.7	16.63	-----	-----	-----
Mar. 7, 1942	200	5.8	10.04	163	4.6	9.96	122	8	15.38	224	6.6	13.14	142	2	4.70
Mar. 14, 1942	191	9.1	21.27	168	4	7.06	116	8	13.86	231	5.8	10.35	142	3	6.90
Mar. 21, 1942	190	8.2	21.99	164	5	12.06	113	8	17.31	236	7.3	12.76	140	4	8.80
Mar. 28, 1942	200	10.6	29.30	160	4.8	10.16	-----	-----	-----	230	5.7	11.52	145	4.8	9.50
Apr. 4, 1942	196	9.8	21.78	165	5.6	11.48	98	7.6	13.74	239	6.4	12.19	145	6.3	13.10
Apr. 11, 1942	191	9.2	18.03	179	6.3	12.27	97	7.4	21.36	237	6.9	14.23	150	7.1	12.34
Apr. 18, 1942	197	9.7	15.09	182	6.8	12.94	126	8	21.75	238	7.1	15.13	151	6.7	12.03
Apr. 25, 1942	198	9.1	17.95	205	7.1	13.50	123	8.5	22.17	241	7.2	10.06	150	3.4	5.27
May 2, 1942	198	10	36.73	211	7.1	16.51	112	9.3	23.20	257	10.6	16.36	152	2.6	4.96
May 9, 1942	204	8.7	33.51	221	8.6	26.66	71	10.1	24.98	230	8.4	24.67	143	3	4.74
May 16, 1942	209	8.1	27.14	190	4.8	12.09	86	5.6	16.03	209	10	16.62	143	3.2	5.11

RESOLUTIONS AND LETTERS CONCERNING PROPOSED FARM SECURITY ADMINISTRATION LABOR CAMP IN SOUTH BROWARD COUNTY, SUBMITTED BY PAUL VANDER SCHOUW, SUPERVISOR, FLORIDA MIGRATORY LABOR CAMPS

A RESOLUTION REQUESTING FARM SECURITY ADMINISTRATION TO SURVEY THE AREA IN SOUTH BROWARD COUNTY, TO DETERMINE THE NEED AND FEASIBILITY OF ESTABLISHING A MIGRATORY LABORERS' CAMP

Whereas the South Broward Migratory Camp Commission has made a study of, and observed the successful operation of, migratory laborers' camp in Lake Okeechobee, at Pompano and in other sections of the south Florida area, and this commission has been joined by businessmen, by farmers, and by laborers in observing the value of such camps; and

Whereas the South Broward County area of the State of Florida is one of the principal winter-vegetable-producing areas of the United States; and

Whereas the products produced in this area are essential to our national defense; and

Whereas this area of south Florida and Broward County, in addition to being a great winter-vegetable-producing area, is also in the very center of the Nation's greatest winter-tourist section, and which tourist industry, at the very peak of our vegetable-producing season, draws from our available source of laborers many thousands of them in the capacity of cooks, housemaids, yardmen, and other forms of labor which would be otherwise available for farm work; and

Whereas there has taken place in this area in the last 4 or 5 years a building program of some thirty to forty million dollars, which has consisted of the construction of hotels, homes, business houses, highways, air fields, docks, and other varied and sundry uses for Negro laborers; and

Whereas, by virtue of the many hazards peculiar to the pursuit of agriculture in south Florida, there is a differential in the salaries or wages which agriculture can pay as compared to the higher prices caused by reason of competition of abovenamed industries; and

Whereas it is apparent now, as in previous years, that there is going to face the agriculture interest of this area at the present time a most serious and acute shortage of Negro laborers needed to assist in producing and harvesting the normal crops, aside from the double crop which the Government has requested in the increased acreage being set out for national defense; and

Whereas part of this acute shortage is due to the shortage of housing facilities for these laborers, housing facilities, even in normal times, and aside from the harvest period, are inadequate to house the necessary migrant families needed which would be available should the housing facilities permit; and

Whereas these migrant families are not badly needed in the sections from whence they come at this time of the year, and this work would be a boon to them, and would keep them from relief rolls and being a burden on their several communities where, because of winter conditions, agriculture pursuits have temporarily stopped; and

Whereas, since the several communities represented in the above area, having studied the shortage of labor, shortage of housing, the difficulty of competing with other high-paying industries in the same area, and realizing the Government's desire for a greater production of food materials at this time, this commission has met, studied the seriousness of the situation, and has formed a committee or organization, known as the South Broward Migratory Camp Commission. This commission has been authorized to gather data, to contact the Farm Security Administration, and to urge upon you the importance of early action in providing us with a migratory camp: Therefore, be it

Resolved by the South Broward Migratory Camp Commission (a body legally constituted and authorized to represent the area of South Broward County), (1) That the Farm Security Administration be earnestly requested and petitioned to have the necessary surveys made, looking toward the creation of such a camp: *And further*, That a copy of these resolutions be forwarded to our Congressman and representatives in Washington, Senators Hon. Claude Pepper and Hon. Charles O. Andrews, and the Honorable A. Pat Cannon, representative.

Adopted this 10th day of December 1941.

(Signed) M. PITTMAN,
Chairman, South Broward Migratory Camp Commission.

Attest:

D. M. JONLAN, *Secretary.*

This is a true and correct copy of the resolution made by the South Broward Migratory Camp Commission on December 10, 1941.

[SEAL] LUCILLE WILSON, *Notary Public.*

My commission expires August 18, 1943.

RESOLUTION NO. 1099, REQUESTING THE UNITED STATES DEPARTMENT OF AGRICULTURE TO CONSTRUCT IN THE SOUTHERN PART OF BROWARD COUNTY, FLA., A RURAL MIGRATORY WORKERS' CAMP

Whereas a number of the residents of the city of Hollywood are engaged in agriculture as a means of livelihood; and

Whereas such persons are unable to obtain Negro labor to work in and about said agriculture even though we have not yet reached the point in the season where the greatest amount of Negro labor is required; and

Whereas, even though we could obtain migratory Negro laborers to work in our fields during our busy season, there are no adequate housing facilities suitable to care for said migratory Negro laborers: Now, therefore, be it

Resolved, by the City Commission of the City of Hollywood, Fla.—

SECTION 1. That the United States Department of Agriculture be and it is hereby requested to construct in the southern part of Broward County, Fla., a migratory workers' camp to house Negro laborers during our farming season, thereby giving relief to our many local farmers, and making it possible for this area to produce more food which is so greatly needed in this period of national defense.

SEC. 2. That a copy of this resolution be forwarded to United States Senators Claude Pepper and Charles H. Andrews, Representative A. Pat Cannon, and Mr.

Paul Vander Schouw, representative of the United States Department of Agriculture at West Palm Beach, Fla.

Passed and adopted this 25th day of November 1941.

[SEAL] T. R. RAPER, *Mayor.*

Attested:

BLANCHE E. MANN, *City Clerk.*

This is a true and correct copy of resolution passed and adopted the 25th of November 1941.

[SEAL] LUCILLE WILSON, *Notary Public.*

My commission expires August 18, 1943.

RESOLUTION NO. 450A, REQUESTING THE UNITED STATES DEPARTMENT OF AGRICULTURE TO CONSTRUCT IN OR NEAR DANIA, FLA., A RURAL MIGRATORY WORKERS' CAMP

Whereas the city of Dania now is and always has been a community located in an agricultural region wherein a considerable number of the population engage in agriculture as a means of livelihood; and

Whereas there is an acute shortage of Negro labor to work in said agriculture; and

Whereas the shortage of said Negro agriculture labor is now acute even though the present season has just commenced; and

Whereas there are no housing facilities suitable to house migratory colored laborers who may desire to come into the region to work in the fields: Now, therefore, be it

Resolved by the City Council of the City of Dania, Fla.—

SECTION 1. That the United States Department of Agriculture be earnestly requested to construct in or near Dania, Fla., a migratory workers' camp for migratory colored laborers to house such laborers during the crop season.

SEC. 2. That a copy of this resolution be forwarded by the city clerk to Mr. Paul Vander Schouw, representative of the United States Department of Agriculture in this connection at West Palm Beach, Fla., and a copy be furnished by said city clerk to Senator Claude Pepper, and to Senator Charles H. Andrews, and to Representative A. Pat Cannon.

SEC. 3. All resolutions or parts of resolutions in conflict herewith are hereby repealed.

SEC. 4. This resolution shall be in force and take effect immediately upon its passage and adoption by the mayor.

Passed and adopted this 18th day of November A. D. 1941.

[SEAL] SIDNEY R. MULLIKIN, *City Clerk.*

Approved:

GEORGE W. KELLY, *Mayor.*

This is a true and correct copy of resolution passed and adopted by the City Council of Dania, November 18, 1941.

[SEAL] LUCILLE WILSON, *Notary Public.*

My commission expires August 18, 1943.

RESOLUTION NO. 200 REQUESTING THE UNITED STATES DEPARTMENT OF AGRICULTURE TO CONSTRUCT A RURAL MIGRATORY WORKERS' CAMP IN THE SOUTHERN PART OF BROWARD COUNTY, FLA.

Whereas the town of Hallandale is and always has been located in an agricultural section wherein a large number of the population engage in agriculture as a means of a livelihood; and

Whereas such persons are unable to obtain Negro labor sufficient to maintain said agriculture; and

Whereas, even though we could obtain migratory Negro laborers to work in our fields during the busy season, there is a shortage of housing facilities to care for said migratory Negro laborers; therefore, be it

Resolved, by the Town Council of the Town of Hallandale, Fla.—

SECTION 1. That the United States Department of Agriculture be and is hereby respectfully requested to construct a Negro migratory workers' camp, in south Broward County, to house Negro laborers during our farming season, thereby giving relief to our many local farmers, and making it possible for this area to produce more food which is so greatly needed in this period of national defense.

SEC. 2. That a copy of this resolution be forwarded to United States Senators, Claude Pepper and Charles O. Andrews, Representative A. Pat Cannon and Mr. Paul Vander Schouw, representative of the United States Department of Agriculture at West Palm Beach, Fla.

Passed and adopted this 21st day of November 1941.

H. L. CHANCY, *Mayor.*

Attest:

HAROLD NEAL, *Town Clerk.*

This is a true and correct copy of the resolution passed and adopted by the Town Council of Hallandale, Fla., the 21st day of November 1941.

[SEAL]

LUCILLE WILSON,
Clerk, Notary Public.

My commission expires August 18, 1943.

COOPERATIVE EXTENSION WORK
IN AGRICULTURE AND HOME ECONOMICS

STATE OF FLORIDA

College of Agriculture,
University of Florida,
and United States Department
of Agriculture, Cooperating

Agricultural Extension Service
County Agent and
Home Demonstration Work

DECEMBER 16, 1941.

Mr. PAUL VANDER SCHOUW,
Supervisor, Florida Migratory Labor Camps, West Palm Beach, Fla.

DEAR MR. VANDER SCHOUW: In compliance with your request of December 15, I am very glad to give you my frank opinion of the migratory camps in Palm Beach County.

We are in a position where we can judge freely the value of these camps and their effect on labor, farmers and other local activities. This is because four camps are now operating in the Everglades section of our county and we have had ample time to judge the conduct of the camp migrants and the attitude of their administrators.

I can state that a very wholesome sentiment is developing among our growers toward these camps. They find an attitude of cooperation and helpfulness in the camp staff and best of all, find that they have a source of efficient labor. The camps provide educational, religious and recreational facilities that almost completely does away with the inefficiency so often observed after a week end of drunken orgies, so common in many unsupervised camps.

We find that the camps appeal to reliable laborers and those in charge eliminate any tenants who are not workers as soon as this can be determined. They are definitely a good influence on the morale of the laborers in the projects. The camp laborer is more healthy, more dependable, and has more ambition than indiscriminate help.

A great deal of the early suspicious sentiment that opposed the camps was a result of misinformation or lack of information. Not enough effort was extended in informing the general public of the purpose of these camps and their operating plans. It is true that this information was given to certain small community committees, but it was not generally presented to the public and particularly to those employers who might be expected to utilize migrant labor.

I must personally admit a lack of understanding and misinterpretation of the vision back of the establishment of these camps. The cause for this is undoubtedly because the major part of my information came by way of community gossip. If farmers could be informed through proper channels of the apparent and potential possibilities for improving farm labor conditions by means of the migratory camp program, I feel certain that no opposition of any seriousness would ever be observed.

The attitude of our local farmers is increasingly friendly as they observe the conduct of the camps. In our opinion the demand for these facilities will be increased.

Sincerely yours,

M. U. MOUNTS,
Agricultural Agent, Palm Beach County.

This is a true and correct copy of the letter received from Mr. M. U. Mounts, County Agricultural Agent, Palm Beach County, West Palm Beach, Fla.

[SEAL]

LUCILLE WILSON,
Notary Public.

My commission expires August 18, 1943.

COOPERATIVE EXTENSION WORK
IN AGRICULTURE AND HOME ECONOMICS

STATE OF FLORIDA

College of Agriculture,
University of Florida,
and United States Department
of Agriculture cooperating

Agricultural Extension Service
County Agent and
Home Demonstration Work

FORT LAUDERDALE, FLA., *November 28, 1941.*

Mr. L. O. FORTSON,
Superintendent, Pompano Migratory Camp,
Pompano, Fla.

DEAR MR. FORTSON: I thought you would like to have the following information. During the past several weeks I have heard many very favorable comments in reference to the Pompano Migratory Labor Camp. When this camp was first established it had unfavorable comments but after it was once in operation and the farmers really understood the practice of the Farm Security Administration, they showed a different attitude. I have heard a number of them say that this camp is too small and really should be twice as large.

In the southern part of Broward County some effort should be made to get a migratory camp to serve this part of the county, especially around the communities of Dania and Hallandale. Each year a large number of migratory laborers are required to harvest the crops grown around this area and the housing facilities at present are inadequate.

If there is anything I can do to help secure this camp in south Broward County let me know. I also offer my services to your camp in Pompano.

Yours very truly,

B. E. LAWTON, *County Agent.*

This is a true and correct copy of letter received by Mr. Fortson and forwarded to Mr. Vander Schouw, from B. E. Lawton, county agent, Broward County, Fort Lauderdale, Fla.

[SEAL]

LUCILLE WILSON, *Notary Public.*

My commission expires August 18, 1943.

Delinquent Tax Collector — Auditor and Recorder — Clerk of County Commissioners

E. R. BENNETT,
CLERK OF THE CIRCUIT COURT
BROWARD COUNTY

FORT LAUDERDALE, FLA., *December 2, 1941.*

Mr. PAUL VANDER SCHOUW,
Farm Security Administration,
West Palm Beach, Fla.

DEAR SIR: It has been brought to my attention that an effort is being made for a migratory labor camp or camps within Broward County.

I am hereby endorsing such a project in view of the fact that during the winter vegetable farming season in this section there has always been a demand for colored labor in excess of the local supply.

If such camps could be built in this county it would then be possible for cheap farm labor to come into this county from north Florida, Georgia, and Alabama at a time when very little activity is in progress in those sections.

I think this project well worth while and will appreciate any assistance or cooperation you may be able to give the county on this project.

Yours very truly,

E. R. BENNETT,
Clerk of the Circuit Court.

This is a true and correct copy of letter received from E. R. Bennett, Clerk of the Circuit Court, Broward County, Fort Lauderdale, Fla.

[SEAL] LUCILLE WILSON, *Notary Public.*

My commission expires August 18, 1943.

BOARD OF COUNTY COMMISSIONERS
BROWARD COUNTY

F. L. Neville, Chairman, Dania.
J. B. Wiles, Jr., Deerfield Beach.
S. C. Fox, Pompano.
Luther S. Remsberg, Fort Lauderdale.
C. B. Smith, Hollywood.
John U. Lloyd, attorney.
H. C. Davis, county engineer.
E. R. Bennett, clerk.

FORT LAUDERDALE, FLA., *December 2, 1941.*

MR. PAUL VANDER SCHOUW,
Farm Security Administration,
West Palm Beach, Fla.

DEAR SIR: The board of county commissioners in session today passed a motion endorsing and approving the South Broward County Migratory Camp for laborers.

A committee has been formed in this connection to take care of the details in connection with same and the county commissioners request that you cooperate and assist in any way possible in connection with the above project.

There is an urgent need for such a camp or camps in this county and your cooperation and support will be greatly appreciated.

Yours very truly,

BOARD OF COUNTY COMMISSIONERS,
BROWARD COUNTY, FLA.,
By E. R. BENNETT, *Clerk.*

This is a true and correct copy of letter received from E. R. Bennett, clerk, Board of County Commissioners, Broward County, Fort Lauderdale, Fla.

[SEAL] LUCILLE WILSON, *Notary Public.*

My commission expires August 18, 1943.

General Office at Hollywood, Fla. Orange Groves at Davie, Fla. Packing House at Fort Lauderdale, Fla.

FLAMINGO GROVES, INC.

FLOYD L. WRAY, *President*

DECEMBER 2, 1941.

MR. PAUL VANDER SCHOUW,
Farm Security Administration,
West Palm Beach, Florida.

DEAR SIR: I have just learned recently that there is a possibility of a housing project for farm laborers being established in south Broward County.

I am sure that a survey of conditions will convince anyone making an investigation that such facilities are not only desirable, but badly needed.

As you perhaps know, the farm laborer in this area has much difficulty in getting suitable quarters on account of the great number of household servants that come here during the winter season, which is also our agricultural season.

I hope that you and your associates will look favorably on the establishment of a housing project somewhere in this vicinity as I am sure it would prove to be useful and successful.

Very truly yours,

FLOYD L. WRAY.

This is a true and correct copy of letter received from Floyd L. Wray, Flamingo Groves, Inc., Hollywood, Florida.

[SEAL] LUCILLE WILSON, *Notary Public.*

My commission expires August 18, 1943.

LABREE INSURANCE AGENCY
55 SOUTH FEDERAL HIGHWAY
DANIA, FLA.

DECEMBER 9, 1941.

FARM SECURITY ADMINISTRATION,
West Palm Beach, Fla.

(Attention Mr. Paul Vander Schouw.)

GENTLEMEN: I had the pleasure of attending the meeting of farmers who met in Dania community house, at which time you outlined to us how the migratory laborers camp project is planned to serve agriculture. After investigating the camp located in Pompano, I am thoroughly convinced that this is one of the greatest contributions I have known in many years to assist we farmers. I also want to congratulate the department on the humane element; this will reflect on the future usefulness of the migratory Negro and an example for the community in which these camps are located.

I want to express to you our dire need for housing space for just the type laborer for which this nature of housing facilities are provided for, and urge that you use your best influence that one may be provided for us in south Broward County.

At this very time we have a tremendous shortage in laborers even before the harvest season begins, in fact we need these facilities now, but as that is impossible to expect, we can only hope that such can be provided for the 1942 and 1943 farm season.

Your department is possibly familiar with vast farming interest in south Broward County, as you have Government statistics at your command; this will show what our labor problem must be and especially if we should have a full crop.

Trusting that you can realize our need and that those interested in agriculture here are unable to make provisions such as you make for housing these Negro families.

Any way you feel I can assist you, please feel free to call on me.

Yours very truly,

O. M. RUCKS,
Farmer and Dairyman.

This is a true and correct copy of letter received from O. M. Rucks, Dania, Florida.

[SEAL] LUCILLE WILSON, *Notary Public.*

My commission expires August 18, 1943.

DALGETY MACHINE & WELDING CO.
Welding and Brazing—Full Machine Shop Equipment
Dania, Fla., 32 South Federal Highway, Post Office Box 385

DECEMBER 9, 1941.

MR. PAUL VANDER SCHOUW,
Director, Farm Security Administration,
West Palm Beach, Fla.

DEAR SIR: Inasmuch as food will be one of the instruments upon which our Government can and will hope to win this war, and as we are in one of the largest producing areas in the States for winter produce, and that in the production of our winter crops it takes many laborers to produce and harvest a crop, and as we are at this time experiencing a shortage in laborers to work in our farms, as we have so many sources here in the winter months that require laborers, and due to the above-stated facts and as the shortage of laborers are due mostly to our lack of housing facilities, I am asking and earnestly requesting your department to.

Have a survey made of the south Broward region to determine our need and the feasibility of establishing one of your migratory laborers, camps in the region.

Having observed the usefulness of the Pompano camp to both the farmers and the Negroes who are in this camp, I feel and believe that one here would prove just such a help to our growers, and for this reason I sincerely hope you will have this survey made at your earliest possible convenience.

Any way you may find I can assist you in this further I hope you will advise me.

Very sincerely,

DALGETY MACHINE & WELDING CO.
By W. J. DALGETY.

P. S.—We need some form of relief now, and if you have any facilities we could use for temporary shelter I know our committee, the South Broward migratory-camp committee, would welcome and take immediate advantage of it.

W. J. D.

This is a true and correct copy of letter received from W. J. Dalgety, Dania, Fla.

[SEAL]

LUCILLE WILSON,
Notary Public.

My commission expires August 18, 1943.

Alfred H. Morford Owner and manager

AL'S CASH STORE

Hardware, Groceries, and General Merchandise

Satisfaction or money back—16 ounces to a pound

DANIA, FLA., *December 10, 1941.*

UNITED STATES DEPARTMENT OF AGRICULTURE,
West Palm Beach, Fla.

GENTLEMEN: I am a merchant and grower in the Dania section of south Broward County, and am familiar with the problem of our labor supply due to the many sources that call on and use laborers that would be otherwise available to we growers.

Also our shortage of laborers is due to the lack of space in which they can get houses, and it is with this in mind together with the knowledge I have of your housing plan as is in Pompano and on the lake. This is just the form of houses we need, as it gives the itinerant laborers rent at a price that they can afford to work for the price that we farmers can pay, which heretofore we are having to compete with industrial laborers and prices which we cannot afford to pay, to produce a crop with the many hazards that we are subject to here.

With these facts in mind and our acute shortage and dire need of more housing room, I earnestly petition your department to have a survey made of our section, at which I am sure you can see grounds for our appeal for the establishing in our midst, which will serve laborers to work in more than 10,000 acres of winter produce and grove land of one of your migratory-labor camps. Certainly we wish it could be available now as we are short of laborers now.

Yours very truly,

ALFRED H. MORFORD.

This is a true and correct copy of letter received from Alfred H. Morford, Dania, Fla.

[SEAL]

LUCILLE WILSON,
Notary Public.

My commission expires August 18, 1943.

Office of
Ulric J. Bennett,
Secretary and Superintendent

Members:
E. N. Powell, *Chairman.*
1st Dist., Pompano.
I. G. Shuman, 2d Dist.
Fort Lauderdale.
L. D. Neal, 3d Dist.
Hallandale.

THE BOARD OF PUBLIC INSTRUCTION FOR THE COUNTY OF BROWARD
Post Office Box 1342, Fort Lauderdale, Fla.

DECEMBER 10, 1941.

FARM SECURITY ADMINISTRATION,
706 Comeau Building,
West Palm Beach, Fla.

GENTLEMEN: Since south Broward County, which includes Davie, Hollywood, Hallandale, and Dania, is mainly agricultural, there has arisen a vital need for a migratory camp in this area. We are desirous of securing one for this or similar to the one in Pompano.

During the peak of the crop season the farmers are faced with a shortage of labor, and since housing facilities are inadequate, it is almost impossible for the farmers to import labor from other sections of the State.

At the present time no camp site has been picked but any site in the above-mentioned area would be satisfactory.

I earnestly solicit your wholehearted support in establishing a migratory camp in south Broward County and would appreciate it very much if you would start action on same at the earliest possible moment.

Respectfully yours,

L. D. NEAL.

This is a true and correct copy of letter received from L. D. Neal, third district, Hallandale, Board of Public Instruction, Broward County, Fort Lauderdale, Fla.

[SEAL] LUCILLE WILSON, *Notary Public.*

My commission expires August 18, 1943.

MUNSON PACKING HOUSE AND GROVES
GROVES AT DAVIE, FLA.,
Post Office, Rural Free Delivery No. 1

HOLLYWOOD, FLA., *December 11, 1941.*

FARM SECURITY ADMINISTRATION,
West Palm Beach, Fla.

GENTLEMEN: I am advised that your Department has been requested to establish somewhere in south Broward County a migratory labor camp.

I, as a grower and packer, have need for more labor than is now available in this area. To my mind this labor shortage is due directly to the high rent at this time of the year.

I would like to urge that your Department have a survey made, pursuant to establishing such a camp in this vicinity, and I believe this will serve a great purpose in assisting agriculture and other labor needs, as well as assisting this class of labor.

Yours truly.

FRANK MUNSON.

This is a true and correct copy of letter received from Frank Munson, Munson Packing House and Groves, Hollywood, Fla.

[SEAL] LUCILLE WILSON, *Notary Public.*

My commission expires August 18, 1943.

DANIA, FLA., *December 11, 1941.*

The FARM SECURITY ADMINISTRATION,
Comeau Building, West Palm Beach, Fla.

GENTLEMAN: We are not engaged in farming, but our business as owners of a canning plant is directly affected by the success or failure of farming, also we are to our fullest undertaking to aid our defense by using our plant to can food for our soldiers.

Being so engaged we are aware and affected by the shortage of farm hands, which is due directly to our lack of houses.

We are familiar with the success of the project you have placed in Pompano, and see no reason why just this kind of houses will not fill our need here, and be of a tremendous aid to farmers here and laborers from other sections who want and would come here to work while they have nothing to do back in the sections where farming is over.

We will appreciate your Department making a survey which we believe will prove the above fact.

Yours very truly,

PETERS CANNING CO.,
By A. K. PETERS.

This is a true and correct copy of letter received from A. K. Peters, Dania, Fla.

[SEAL]

LUCILLE WILSON,
Notary Public.

My commission expires August 18, 1943.

R. L. Conlon,
Real Estate and Insurance,
James McKeeman, Associate.

Homes—Homesites—Rentals—Groves
Country Property and Farmlands

On the Circle at Tyler Street
Telephone One Four O
Hollywood, Fla.

DECEMBER 13, 1941.

FARM SECURITY ADMINISTRATION,
706 Comeau Building, West Palm Beach, Fla.

DEAR SIRS: It has been called to our attention that the Government is giving some consideration to the allotting of funds for the erecting of a migratory camp for colored labor in this area. It is not often that we rush into print to endorse anything, but this is one item that really deserves consideration. The writer happens to be familiar with the problems of our own colored help and it is a positive disgrace the way some of them have to live. We should like very much to see you endorse the project under consideration.

Respectfully yours,

R. L. CONLON.

RLC:fs.

This is a true and correct copy of letter received from R. L. Conlon, Hollywood, Fla.

[SEAL]

LUCILLE WILSON,
Notary Public.

My commission expires August 18, 1943.

THEODORUS BAILEY
Post Office Box 67, Dania, Fla.
Residence 1805 North Ocean Drive, Hollywood, Fla.

NOVEMBER 28, 1941.

Mr. PAUL VANDER SCHOUW,
Supervisor, Florida Migratory Labor Camps,
Care of Mr. B. E. Lawton, Broward County Agricultural Agent,
Courthouse, Fort Lauderdale, Fla.

DEAR SIR: I have just read in the South Broward Tattler, of south Florida, that you wish to get individual opinions about a migratory labor camps for south Broward County.

Personally, I think that this is the biggest mistake that could happen here, although they are undoubtedly good pickings for politicians.

Both Dania and Hollywood have plenty of vacant houses, apartments, and rooms at the present time, not only for the whites but also for the colored, and consequently it is not needed.

I am familiar with a great deal of the real estate around here, and know most of it, is in very good shape, even for the colored people.

Kindly consider my vote against it, and I shall be delighted to work against any such worthless project.

Very truly yours,

THEODORUS BAILEY.

TB/jc.

This is a true and correct copy of letter received from Theodorus Bailey, Dania, Fla.

[SEAL] LUCILLE WILSON, *Notary Public.*

My commission expires August 18, 1943.

TESTIMONY OF PAUL VANDER SCHOUW—Resumed

Mr. TIPTON. We have a few questions we would like to ask you. I note that you say in your statement a system of mobile camps is being considered and will be ready for the 1942–43 season. Can you give us any details about this new development?

MOBILE CAMPS

Mr. VANDER SCHOUW. The mobile camps are already functioning in several of the northern States, New Jersey, North and South Carolina and other places. We trained here in our camps 23 managers to take over these mobile camps throughout the country and it is planned that of them 14 may be used in South Florida next winter where housing is most needed. These camps are tents with wooden platforms and special utility buildings. Perhaps these utility buildings will be more permanent and it is intended, as we go forward with this program, that the utility buildings may be used for storage of heavy equipment and only the lighter material will be moved from place to place. We feel that many of the areas that have been using migratory labor in the past and have very inadequate housing will find considerably more difficulty next year in getting people to come. We have had that demonstrated by the situation in the Homestead region this year. At one time there was a surplus of labor at the Pompano camp and we had great difficulty to get people to go to Homestead because they said "There just isn't any housing down there; we just don't want to go." But they were willing to go to Lake Okeechobee because there were camps there. We believe that the mobile camps will aid materially in south Dade. The Army, as you probably know, has taken over one of the camps we just completed in Homestead and the Pan-American Ferry Service is likely to take over another, so that we will necessarily supply the needs with mobile camps.

REQUESTS FOR FARM SECURITY ADMINISTRATION CAMP

Miss PASCAL. Have you had any requests from growers and other local people for more agricultural labor camps?

Mr. VANDER SCHOUW. We had a very concerted effort in lower Broward County. I will furnish you with a set of copies of letters received from people in that area who wrote both to us and to their Congressmen.[1] All of the organizations in this area were interested.

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[1] See above, pp. 12748–12758.

The chambers of commerce of three different towns, the county commissioner, the school board, and many of the leading businessmen took an active interest, and attended three meetings where we outlined completely the system used in the operation of the camps. We are not able now to provide a permanent camp for these people, even though they are going to furnish us with an excellent camp site with city water, lights available and all that. We have promised them that we will make every effort possible to supply their needs next year with a mobile camp.

Mr. TIPTON. Can you tell us, at this point, where in the three southeast Florida counties you have planned to have mobile camp sites?

Mr. VANDER SCHOUW. We would probably put in mobile camps at either Dania or Hallandale—Hallandale is just south of Hollywood—and one in Homestead, another in Florida City and one in the region of Perrine.

Mr. TIPTON. Do you anticipate that any additions to the facilities in the form of mobile camps in the Glades will be necessary?

Mr. VANDER SCHOUW. According to our experiences this year, I hardly believe that it will be necessary to have a mobile unit attached. However, these mobile units are easily shifted from place to place and it is the purpose to move them quickly wherever needed.

SUCCESSFUL COOPERATIVE STORE

Mr. TIPTON. We notice in your statement, Mr. Vander Schouw, mention of successful cooperative stores in the camps. Can you give us a few more details on that aspect of camp operation?

Mr. VANDER SCHOUW. At the present time, we only operate the cooperative store in the Okeechobee Camp. At this same time, we have the nucleus of a store in the Everglades camp and the Osecola camp and expect to develop them gradually into very much the same sort of operating units. We have found that the best way to start a cooperative is on a small scale and let its own profits build it up. We find the people feel it is their own store much more and take part in the program better. The original store started with a $15 loan from the camp fund and now has assets of over $3,000. The money is not divided on a patronage basis at the present time because the people themselves voted to donate the profits to the nursery school in their own camp and this camp, of course, takes care of the children of the people in the camp and, therefore, they all benefit from the profits through their children.

Miss PASCAL. Would you tell us something more about the operation of the nursery schools, approximately how many of the children attend the nursery schools and why there is a need for nursery schools in the camps?

NURSERY SCHOOLS

Mr. VANDER SCHOUW. When the camp program was first started, we found that the small children were being taken to the field or left in the cars at the packing houses. They had no care whatever throughout the day and, of course, very little to eat. They usually were handed a candy bar or something like that once a day and that was about all they got to eat during the day. Naturally, they were dirty and not taken care of at all. When we started the first camp, we found that the city of Belle Glade had already recognized this need for the care of children and had a nursery in the town. When we constructed the first camp, we included a building for a nursery school and transferred the activities to the camp. We have operated a nursery school in that camp and in each of the other camps ever since. Approximately three-quarters of all of the children under school age are taking advantage of the nursery schools and they receive there all the care that they can get in a first-class nursery school. They have one good meal a day and two lunches and the result in the health and growth of the children has been most remarkable.

Miss PASCAL. Do you have these nursery schools in all the camps?

Mr. VANDER SCHOUW. We have a nursery school in every camp we operate and we are building them in the new camps that are still under construction.

Miss PASCAL. Are these nursery schools maintained by the Farm Security Administration?

Mr. VANDER SCHOUW. The nursery schools are not manned by our staff. The W. P. A. furnishes free workers in each nursery school and they are trained in that work by specialists. The camp fund, which originates from the dues paid by the people in the camps, provides money to pay the other workers who are selected in each of the camps from the people in the camp. Mothers of some of the children are given positions there and work under the supervision of the trained W. P. A. staff. Our project nurse visits the nursery school regularly and supervises the health conditions of the nursery.

Miss PASCAL. How long during the day are the children in the nursery school?

Mr. VANDER SCHOUW. The W. P. A. staff works on a weekly shift and puts in only 6 hours a day. Our own people make up the extra time and the nursery schools are open anywhere from 12 to 24 hours. In the white camp, when the parents are employed in packing houses and are working very late at night, sometimes until 2 and 3 o'clock in the morning, it is not desirable to disturb the children and take them back to their shelter, so they are left there overnight. In the colored camps, of course, the workers are employed in the fields and return in time to take care of their own children at night.

Miss PASCAL. Are there any nursery school facilities for the children of workers not living in the camps?

Mr. VANDER SCHOUW. People not living in the camps have the privilege of bringing their children into the camp and using the nursery school just as all other facilities in the camp are available, especially the recreational activities. Our camps are designed to take care of the needs of people of this group and whether they are in the camp or not is not important. This also applies to our clinics and medical service in the camps.

CAMP OCCUPANCY

Mr. TIPTON. Have the camps been fully occupied at the height of the season?

Mr. VANDER SCHOUW. The camps have not been fully occupied, with the exception of the Osceola camp. The Okeechobee camp has lacked considerably being occupied, that is, before the new addition was added. We think that the type of housing in the new addition will attract that many more people. The Pahokee camps have been occupied very nearly to capacity this year, not in the number of families, but in the number of places occupied. We find that, with one-room shelters, it is often necessary for a large family or a family with older children or sometimes relatives, to occupy more than one shelter, so the number of shelters occupied and the number of families is not always the same.

Mr. TIPTON. Why is it that with large numbers of workers in the region, the shelters are not fully occupied?

Mr. VANDER SCHOUW. We have made a considerable study of that and we think there are a number of reasons. In the first place, many of the farmers discourage their workers from living in the camps because they feel that they lose contact and control of their labor. Also that someone else might come in and hire them while, by keeping them in their own camps, they can control them, more closely and can hold their labor. We also feel that there is some disadvantage in the first two camps because of the metal construction of the shelters which has been found not to be adapted to Florida climate. The rumor was circulated among the colored people that, because of the condensation of water in the early morning when the temperature changed suddenly, there was some danger of rheumatism or TB or other things and they were frightened away by that. We have plans to remedy this situation. We are lining the metal shelters with either plywood or some other building material which will be available and we feel that we will completely eliminate that objection.

IMPROVED CONSTRUCTION OF CAMPS

Mr. TIPTON. Your new additions are being constructed of what material?

Mr. VANDER SCHOUW. Our new additions are all frame construction with wood interiors and wooden floors. There is some objection also to cement floors because of cold and moisture. The outside of the new houses are asbestos shingle, which is also an excellent insulation from heat and cold.

Mr. TIPTON. Does this change in type of construction account for the fact that the construction costs have increased between March 1942 and April 1940?

Mr. VANDER SCHOUW. The type of construction and also the increased price of building materials and labor. Building materials and labor have gone up at least 20 percent.

Mr. TIPTON. The new construction is of more costly materials, at the same time?

Mr. VANDER SCHOUW. Yes. The new construction is slightly more costly but it also affords very much better protection in this climate. The original iron construction was adopted from California where they have a very dry climate and it proved to be unsatisfactory here, that's all.

CANNING FACILITIES

Mr. TIPTON. In your statement, you mention the canning kitchens which have been established at the camps. Will you tell us how these canning kitchens are operated?

Mr. VANDER SCHOUW. The use of the canning kitchens is available to any of the people in the camps and the usual rule is that, if a person cans for himself, he replaces or pays for the cans that he uses. The original cans are purchased out of camp fund money and, as the cans are used up, the person pays in exactly what the cans cost, in order to replace them and get a new shipment of cans. They have used so far one lot of 16,000 surplus cans and, since that time, have bought 2 carloads, or a total of about 95,000. We have, for the use of the nursery school and school lunches, about 30,000 cans of produce on our shelves. These are the result of donations of vegetables from individual growers, either by giving us a whole field where our people can go out and pick the vegetables themselves, or from a toll from individual canning. As toll 1 can in 6 is taken, the canner pays for 5 cans, the camp furnishes the other. The canner furnishes and prepares the produce.

LOCAL ATTITUDE TOWARD CAMPS

Miss PASCAL. How did you find the attitude of the growers and the local people toward the camps?

Mr. VANDER SCHOUW. We find quite a conflicting sentiment in practically every area that we work. To begin with, they are always very skeptical of the results to be expected from the camp. They think that people there may organize in such a way that it will be to the disadvantage of growers or that, by association with a large group of workers, they will be affected in some way, but we find, as we go along, the resistance has diminished. We were told originally by one of the leading growers in the Glades that the camps were an abomination to the country, and we find more recently, that this man's wife has become interested in our canning program, and a considerable amount of produce has been donated to the camps by this same man to help feed the children in the camps, and, although we have not received any confession of change from the grower, we are quite certain his attitude has changed considerably. We had another grower in Pompano who was very skeptical about the camp. About 4 weeks ago he had a crop that needed harvesting very badly and he couldn't get any help. He appealed to our camp manager and we helped him get about 75 workers in the Okeechobee region, where there happened to be a slump at the moment. This grower called up at the time I was visiting the camp and thanked the manager and told him that he had suddenly found out that the camps were a big benefit to him because these people were housed right in our camp when they came over. That probably would not have been possible except with the help of our camp. We have also been told, and this has been expressed at farmers' meetings where there were probably 50 in attendance, that the efficiency of the workers from the camps was anywhere from 20 to 40 percent greater than the people who were selected at random from the quarters in Belle Glade. We also have a statement of an independent cane grower from Clewiston who, at the land-use planning meeting here in Palm Beach, made the statement that he had heard the camps were filled with floaters who wouldn't work, and he had never been able to get any workers from the camp. The same man, since that time, has written a letter telling us that he was glad to find that he was mistaken and that he had been getting as many as 150 workers from the Okeechobee camp since then, two truckloads, over a long period of time. He made that statement very definitely. At that meeting I told him that we didn't permit floaters to stay in the camp and that, if people consistently refused to accept work, we asked them to leave the camp and make room for those willing to work. He asked me to repeat that, and I did, and I told him he could depend upon its being a fact, and he since then has admitted it was a fact.

Miss PASCAL. Do you find that most of the Negroes living in labor camps work as pickers and as labor that is hired casually from day to day, or do many of them have regular jobs?

Mr. VANDER SCHOUW. The great majority of them are casual workers who work from day to day and receive their wages at the end of each day's work. As we go along, some of them demonstrate their dependability and the farmers hire them as year round workers and many of them still stay in the camp. We place them in labor homes rather than in the shelters. These places have better facilities and are intended for more permanent people. As they demonstrate their dependability, they get jobs such as foremen or tractor drivers—a number of jobs are open that pay a weekly salary or a monthly salary and they are fairly well paid.

Miss PASCAL. About how many of the people in the Glades camps stay on all the year round?

Mr. VANDER SCHOUW. About 25 percent of those who were there last year stayed over and received enough work throughout the summer to sustain them. We had no requests for aid, except in three instances where there was sickness and where a grant had to be given. The conditions have been very, very much better in the past year than they were the year before.

LABOR REQUIREMENTS

Mr. TIPTON. Can you give us an estimate of the number of harvest workers that are needed in the three southeast Florida counties at peak harvesting season?

Mr. VANDER SCHOUW. Now, there have been a great many statements made but I don't believe that there is any figure that is based on a real survey. I think that a survey would be an excellent thing. We have only estimates at the present time and, for the Lake Okeechobee region, it is around 10,000 and, for the lower east coast this side of Miami, around 5,000 and, below Miami, another 5,000, a total of about 20,000.

Mr. TIPTON. Are you speaking now of total workers or simply those who migrate?

Mr. VANDER SCHOUW. Those are figures for the total number of workers, but most of them do migrate. I am thinking now more of colored workers. The number of packing-house workers can very easily be determined but I haven't any accurate figures on it. We house the larger percentage of the packing-house workers in the Osceola camp in Belle Glade. In Pahokee we find that there are more local people employed than in Belle Glade.

Mr. TIPTON. You said awhile ago that last year you estimated about 25 percent of the workers stayed over, living in the camps?

Mr. VANDER SCHOUW. Twenty-five percent of those living in the camps. Those that lived outside the camps, I think, a larger percentage of them left. Now that's probably due to the fact that the farmers are beginning to recognize the fact that they can get their best labor from the camp and, therefore, these people who are in the camp are getting what summer work there might be—a large part of it.

REGULAR WORKERS PLACED IN CAMPS

Miss PASCAL. Have any of the labor contractors up in the Glades been using people in the camps?

Mr. VANDER SCHOUW. One of the labor contractors has brought up about 200 families and placed a large number of them in the camps.

Miss PASCAL. Have any of the growers placed workers in the camp?

Mr. VANDER SCHOUW. Quite a number of the growers have, and some of the growers have told us that they were sending their better workers into the camps because they didn't want them contaminated by the general riff-raff they had in their own camps. That statement has been made in Pahokee.

CANE CUTTERS IN CAMPS

Mr. TIPTON. Are many cane cutters recruited out of the camps?

Mr. VANDER SCHOUW. Until the last 60 days we had practically no cane cutters in the camp, and, in fact, along in February, we were having some little problem about that. It seems we were gathering the ill will of the cane people and the Sugar Corporation because they couldn't get any labor from the camps at all. I suggested, as a possible cure, that they place some of their cane cutters in the camp, so that the precedent would be set for people going from the camp to cut cane and that people in the camp would start talking about cutting cane, and so forth, and the result was that we had as high as 150 workers going into the cane fields from each of the large camps, Everglades and Okeechobee, for quite a period.

Mr. TIPTON. 150 each?

Mr. VANDER SCHOUW. Yes. Of course, the number wasn't constant—it never is.

Mr. TIPTON. As you suggested, were some of their people, already employed by them at the time, moved to the camp?

Mr. VANDER SCHOUW. It was started at the Everglades camp. Mr. Bryant, at Azucar, needed more workers than he could house, so he began to recommend that they go to our camp and stay there. Originally they didn't have any transportation. Then the cane people began to send the trucks into our camp and haul them out every day. We found it working there in Pahokee, so we tried the same system at the Okeechobee camp and had pretty good results, and Mr. Bryant was transferred in his job and that helped a great deal.

INTERAGENCY COOPERATION

Miss PASCAL. We understand, from an interview with Mr. French, of the United States Employment Service, that members of the Farm Placement Service have been stationed in the camps and have been working up in the Glades area and also on the east coast. What has your experience with this service been?

Mr. Vander Schouw. Our experience with the Employment Service has been good. It started from a very small beginning, the field workers had to discover their problems and learn their jobs, step by step, but they have made excellent progress, and I have no doubt in my mind but what it is the key to the situation. I definitely recommend that the Employment Service handle all of the employment problems, and that our camp program be confined to the housing part of the program. I don't think there is any possibility of the two of them being carried on by the same agency. The organization should become very much less local with a complete intrastate system built up first and an interstate system developed as rapidly as possible.

LABOR IMMOBILIZATION

Mr. Tipton. Do you know if there has been difficulty with regard to the intrastate shifting of workers, whether there have been difficulties in moving workers from one region to another, difficulties arising from the fact that farmers didn't like to see the workers go out of the region, even though they had no crops immediately ready for picking?

Mr. Vander Schouw. There is a very definite desire, sometimes approaching hysteria, among the growers and farmers to hold their labor, and the result is that they have often held labor when it should have been working elsewhere and could easily have been working there for from 2 weeks to a month. I believe that the Employment Service, after it has gained the confidence of the farmers, can do much to solve this. The farmers have to learn that they can depend on the Employment Service and the Employment Service is, of course, going to have to deliver the goods, but the progress they have made is very much better than anticipated, although their workers were generally interested in the jobs from the beginning. We haven't enough of a staff out there to handle the situation adequately now. There are not as many workers there as was originally indicated there would be. In order to get this thing set up, it is going to require more than the normal personnel to do it because they have a lot of things to learn

CAMP CONSTRUCTION COSTS

Mr. Tipton. I wonder, Mr. Vander Schouw, if the figures for original basic construction costs of the various camps given in your statement include the figures given for site cost. Is this $65,282 in addition to this $2,881,027.

Mr. Vander Schouw. One is construction cost, the other acquisition of land.

Mr. Tipton. And do you have any figures available for the yearly cost of operating the camp?

Mr. Vander Schouw. I don't keep those figures here. They are available in the finance department in Montgomery, of course.

Mr. Tipton. I think you mentioned earning records awhile ago. I wonder if we could have a copy of any information you may have with regard to the earnings this past season?

Mr. Vander Schouw. I will be glad to furnish you this chart [1] and I will tell you how the figures are arrived at. We made no attempt to determine individual earnings, but rather family earnings, and we secured our figures by spot check of 10 percent of the people in the camp at the time that check was made and then the averages were struck from that.

Miss Pascal. In how many of these camps was that spot check kept?

Mr. Vander Schouw. It was kept in all of the camps except Pompano, and the reason we weren't able to get earnings there was because so many of the people there work on a sharecrop basis and with that system there wasn't any way of determining the weekly earnings. In the latter part of the season, after the first drown-out there, many people went to work on a day rate and we began to pick it up.

Mr. Tipton. Is Pompano the only area in which sharecropping is done by camp residents?

Mr. Vander Schouw. Pompano is the only area where we are now operating. There is a very limited amount of it in Homestead.

Mr. Tipton. Have you any estimate as to about how many there are in the Pompano camp who sharecrop rather than work for wages.

Mr. Vander Schouw. I believe that at least 75 percent of the people there are sharecropping.

Mr. Tipton. That is sharecropping small acreages in beans or tomatoes and so on?

Mr. Vander Schouw. That's right.

CAMP RENTS

Miss Pascal. What rents or fees are charged camp occupants?

Mr. Vander Schouw. The usual rent is $1 a week. We considered the desirability of reducing this to 75 cents a week and found that the people in the camps themselves didn't feel that it was wise to do it, except in the summertime when there was very little work, and the camp council voted, in the camps where it was brought up, to maintain the original fee of $1 throughout the winter season. The reason for that was that nearly all of the camp activities are supported by the money that comes in from the rent or dues, as it is called. The operation of the nursery school, the people who take care of school lunches, and many of the other people who are essential to the camp's work are paid from this fund. The night watchman is paid also. And the people feel that they can get more for the extra 25 cents used collectively than they would individually for the same money.

Mr. Tipton. We have heard the opinion expressed by two or three people that the camps should charge more than they do, that the residents are getting something for nothing and that this doesn't make for good citizenship. What would your attitude to that be?

Mr. Vander Schouw. I think there is probably more grounds for such feeling now than when the camp program was originally conceived. At that time the earnings of the people were extremely low. The average would be just a very few dollars a week, maybe $3 or $4 a week per family and, for long periods of time, there was a surplus of labor and wages were lower than they are now. At the present time, with earnings up, I believe, it would probably be entirely in line to have more of a load taken over by the people themselves. Where a family earns $20 a week throughout all of the working season there is no reason why he shouldn't pay his maintenance cost all the way through. If his earnings are so low that he can't feed his family, it becomes a different problem.

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[1] See p. 12748.

Miss PASCAL. We want to thank you for this information, Mr. Vander Schouw. It will be very helpful to us.

TESTIMONY OF JOSEPH G. CASSELLIUS, PAHOKEE, FLA., APRIL 26, 1942

Mr. TIPTON. Will you give your name and address?

Mr. CASSELLIUS. Joseph G. Cassellius, Pahokee, Fla., Box 773.

Mr. TIPTON. Pahokee is your home?

Mr. CASSELLIUS. Yes; I own this home.

Mr. TIPTON. How long have you lived in the lake region?

Mr. CASSELLIUS. I have lived in this house 3 years, and 3 years at Canal Point, 6 in all.

Mr. TIPTON. Where did you live prior to 6 years ago?

Mr. CASSELLIUS. I lived at Tahlequah, Okla.

Mr. TIPTON. What did you do out there?

Mr. CASSELLIUS. Farmed.

Mr. TIPTON. What kind of farming?

Mr. CASSELLIUS. Just row crops, cotton, corn, and peanuts and stuff like that. We were farming for ourselves. I was a tenant-farmer; a sharecropper. The fellows furnished everything, and I did the work. In other words, on halves.

Mr. TIPTON. When did you leave Oklahoma?

Mr. CASSELLIUS. In 1934.

Mr. TIPTON. How did you happen to leave?

Mr. CASSELLIUS. The reason why I left there, up to 1929 I worked for a building contractor in Oklahoma, in Henrietta, Okla. I also worked all over the oil fields in Oklahoma. In 1929 they began letting the men all out, and everybody was shoved out, and I began looking for work. My wife had some uncles in Florida. That's why I came down here. I stayed from 1929 through that winter. Then I went back to Oklahoma and went back to work for the same contractor and worked about a year for him, and then I farmed, trying to get back to Florida. I didn't get back to Florida for 3 years. It was 3 years before I could get back again.

Mr. TIPTON. Did you make any good crops in Oklahoma?

Mr. CASSELLIUS. No. We had seven droughts there, one after the other. For 7 years we barely did get through existence.

Miss PASCAL. Was it because of the drought that you weren't able to make anything farming?

Mr. CASSELLIUS. That's right.

Mr. TIPTON. Then you finally left there in 1934?

Mr. CASSELLIUS. Yes.

Mr. TIPTON. Where did you go then?

Mr. CASSELLIUS. I left Oklahoma and came right to Florida. I worked that winter—let's see, two seasons that I worked, farmed myself some up here and worked for another fellow on a farm. Then I quit that because I just wanted to get ahead quicker and anyone working for $1.50 a day doesn't get anywhere. Then I went to work for the Don Hillier Construction Co. and started out with them just as a carpenter and then, after I worked for 6 months, I got to be foreman, and I worked with him until I went to work in November down here for the Farm Security Administration.

Mr. Tipton. Where is this construction company located?

Mr. Cassellius. Here in Pahokee.

SMALL FARM IN EVERGLADES

Miss Pascal. I wonder if you would tell us some more about the land you were farming.

Mr. Cassellius. When I was farming for myself, I was farming 20 acres and I was up there just this side of Port Mayaca. There wasn't any drainage on this land, and you were just taking chances. If come a rain, you didn't have any way to drain the water off.

Mr. Tipton. This was in 1935?

Mr. Cassellius. In 1936. In 1935 I worked on a farm. In 1936 we had two freezes and a drown-out. You see what we were up against farming. So when the year was over, I was worse off than when I started, so then I went back to construction work. I quit the farm and went back to construction.

Mr. Tipton. You rented this farm?

Mr. Cassellius. I rented it. I paid crop rent, paid every fifth package. You got your fertilizer, bean seed, and everything through a broker; he furnished it.

Mr. Tipton. You agreed to turn your crop over to him?

Mr. Cassellius. Yes, that's the way you do. He gives you bean seed and fertilizer and you go up and plant it. When you gather your crop, naturally you take it to him and he would sell it and take out the money he had been out for seed and fertilizer, and also charge so much a package for selling it, so much a package for grading. He takes all that out, and then you get the balance that is left.

LAND RENT

Mr. Tipton. When is every fifth hamper taken out for the land rental?

Mr. Cassellius. The way I done, after we get the check for what's left, then we go and have it cashed and then go pay the landlord right then. Of course, you can wait until the end of the season, but it is best to pay right then after every time you sell because it doesn't amount to so much, but, if you wait to the end of the year, I might be stuck, might not have a dime. You might be in the hole and he wouldn't get anything and he sure wants his.

Mr. Tipton. So that you just pay him a fifth of each check?

Mr. Cassellius. Yes; it would be a fifth of that or, in some cases, if you were farming on a big scale, he would take every fifth package. What we call a package is a hamper, a bushel or a crate of peppers, that's a package, you see. He might have some place else he would want to take his fifth and he could take his fifth right then and sell it where he wanted to.

Mr. Tipton. So that sometimes the payment is made in produce and sometimes it is just the fifth of the net proceeds?

Mr. CASSELLIUS. Yes. You can cash-rent this land if you want to go out and cash-rent. It cash-rents for from $30 to $60 an acre. just the way you want it. That's cash. That's down. You pay it when you rent the land. On undrained land you can get it as low as $20. It depends on the locality because if the land is right up behind a ridge the frost doesn't get it as easily and that rents for more.

Miss PASCAL. What is the highest?

Mr. CASSELLIUS. A fellow gave $200 cash rent for 5 acres up here this year. That's $40 an acre. I know that to be a fact, $200 cash for 5 acres. Of course, it is a real nice safe piece of land, right behind the ridge.

Mr. TIPTON. Where was this land located that you farmed?

Mr. CASSELLIUS. Two miles above Canal Point, right close to the Lake, just behind the ridge.

Miss PASCAL. What crops were you growing there?

Mr. CASSELLIUS. Beans, peppers, eggplant, and tomatoes.

Miss PASCAL. What was your chief crop?

Mr. CASSELLIUS. Beans. You see, you start out, you plant peppers, then on the same piece of ground maybe you have four crops growing. The peppers, of course, if they don't freeze or drown out, will grow to the end of the season and you finally wind up with tomatoes, the last crop. The first season I worked for the other man and then the second season I farmed myself.

Mr. TIPTON. What kind of work did you do for the other man the first season?

Mr. CASSELLIUS. I planted beans and stuff and plowed them, hoed—just general farm man.

Mr. TIPTON. That was mostly hand operation?

Mr. CASSELLIUS. Yes; all hand operation.

Mr. TIPTON. How big a farmer was he?

Mr. CASSELLIUS. He was farming around 100 acres.

Mr. TIPTON. What crops principally?

Mr. CASSELLIUS. He had about 50 acres of cabbage and the balance was in peppers, beans, tomatoes, and peas.

SMALL-FARM OPERATION

Miss PASCAL. Could you give us any idea of how much money of your own you had when you went into farming and how much credit you needed for your supplies and things?

Mr. CASSELLIUS. My own money? I didn't have any, and of course how much credit, I don't know. The man will ask you how many acres you are farming. Maybe you will get 3 or 4 sacks of beans and maybe you'll go back next week and then get more beans, pea seed, fertilizer. That's the way it goes. It ain't like going to the bank and borrowing enough money to make a crop. In some places they borrow the money for the whole year. We just go get it as we need it and return it after each crop. Well, as each crop is gathered, the man takes out his share and you get the balance.

Miss PASCAL. How about your farming equipment?

Mr. CASSELLIUS. All you needed was a couple of hand plows and a bunch of shovels and some hoes and a couple of spray pots and dusters, that is all you needed. You did everything by hand. Machinery was no item at all, just by hand.

Mr. TIPTON. How much of the season did you have to hire labor to help you on this 20-acre farm?

Mr. CASSELLIUS. Well, I never did hire, only in the gathering of the crops, very much labor at all, because I worked like the dickens to do it myself to keep down expenses, but whenever you gather your crops, every time you pick beans, you have to get enough Negro help to pick beans, but that year was such a bad one that we didn't have anything much to gather.

Mr. TIPTON. How many acres of beans did you have at any one time?

Mr. CASSELLIUS. About 9 acres.

Mr. TIPTON. Did you have any good harvest of beans during that year?

Mr. CASSELLIUS. No.

Mr. TIPTON. Do you recall about how many hampers of beans that 9 acres made?

Mr. CASSELLIUS. No; I don't recall. The only way to give you a rough idea, I went into it and, after the broker got his money and everything was paid up, I owed a grocery bill of $80. I didn't have any money at all.

Mr. TIPTON. Do you remember how many harvest hands you had to have at any one time for this 9 acres of beans, the greatest number you had to have?

Mr. CASSELLIUS. It is just like this. You have a field of beans out there and each picker has two rows. If you have 200 rows you will get a hundred pickers. In other words, there will be enough come. At that time there was lots of people to pick beans. Now there isn't. You always had enough people to pick those beans. They would get two rows of beans and then they wouldn't get any more, so everybody would get two rows, that would be all there was to it.

WEATHER HAZARDS

Miss PASCAL. You say that weather conditions hit you pretty hard that year. Can you tell us, crop by crop, what happened?

Mr. CASSELLIUS. Well, yes, the first crop we had it right up to the picking stage, the beans and peppers up to the picking stage, and it began to rain and, with no drainage up there at all, we couldn't save it. You couldn't pull the water off, drowned-out. The second one was the same way. Almost up to the gathering stage and water would take it. We would plant right back and the third time the frost got it when it got to the picking stage, so we planted back and it wouldn't completely wipe us out. There was enough to keep a man going but wouldn't get us any money. We had a lot of tomatoes and the season was a short season and it drowned those out.

Mr. TIPTON. Is that piece of land you farmed at that time now under water control?

Mr. CASSELLIUS. A man who is going to raise flowers has bought that. He has it all set in some kind of trees. It is all drained now, not farmed any more. Some big concern bought it and it is drained and is a nice place now.

Mr. TIPTON. Does the small farmer have difficulty in growing in this lake region?

Mr. CASSELLIUS. The small farmer, with a real small acreage, has such a small acreage he doesn't have enough crops of different kinds. If beans and stuff are cheap his acreage is so small he doesn't gather enough packages; but the same farmer, farming 200 and 300 acres, even if he is not making more than 10 cents on a package, is making money.

Miss PASCAL. Are the risks from flood or freeze less with a big acreage with several different crops growing?

Mr. CASSELLIUS. That's right. It is. For if you have just the one crop growing at the time and something happens to the one crop, if the freeze doesn't get it and water doesn't get it, you are liable to hit the market wrong. You may never even gather that crop. If you have enough acreage, you can scatter out three or four plantings and, coming in 3 or 4 weeks apart all the way through, you might hit a market some place there. Of course, if a freeze or flood comes in, it will get all those plantings, but you still have a chance at the market at different plantings.

Mr. TIPTON. How about beans? How low a temperature will they stand?

Mr. CASSELLIUS. Beans will freeze right at 32° if it stays there a little while. This winter has been an awful bad winter and it hasn't actually frosted stuff so bad, but it stayed cold so long it just chilled them.

Mr. TIPTON. Cabbage and celery will stand lower temperatures?

Mr. CASSELLIUS. Even the hardest freeze I ever saw hardly hurt cabbage. Celery, I don't know. I think they are hooked up so they can flood the lands and keep down the freeze and I don't know what the temperature on celery is, but cabbage would hardly freeze.

Mr. TIPTON. To come back now to the matter of diversifying crops; if a farmer doesn't have all of his acreage in beans, but can grow beans and cabbage and celery, he not only will have a better chance to hit a good market but his hazard from frost over his total farming is considerably reduced. Is that right?

Mr. CASSELLIUS. Yes.

A SUCCESSFUL SMALL FARMER

Mr. TIPTON. Do you know of any small farmers in this region who are making a go of farming on small acreage?

Mr. CASSELLIUS. Well, my wife's uncle, he is what you call a small farmer. He is farming 20 acres and he is making a little money.

Mr. TIPTON. What does he grow?

Mr. CASSELLIUS. He grows peppers and lima beans and bunch beans and peas and tomatoes. He has a lot of peppers and he has about four different ages of them. In other words, when he picks some of them the third time, some are coming in the first time and, of course, he hasn't made a lot of money, but he is hitting the market as he goes along.

Mr. TIPTON. Does he raise mostly peppers?

Mr. CASSELLIUS. Peppers and tomatoes are the principal crops. There is a man with 10 acres that made $5,000. He owns, he doesn't rent the land, and doesn't have to pay rent. He is financially well enough off that he can finance himself and 10 acres doesn't take very much labor in peppers. The rent is the biggest thing, and, as he owns, he doesn't have to pay rent.

Mr. TIPTON. He grows only peppers?

Mr. CASSELLIUS. Peppers is the principal crop.

Mr. TIPTON. He grows peppers every year?

Mr. CASSELLIUS. Yes.

Mr. TIPTON. Does he consider it some advantage to grow mainly peppers?

Mr. CASSELLIUS. He is just a pepper farmer and you can't change him. He has fooled with everything else and he thinks peppers are his crop and that's what he raises.

Mr. TIPTON. Why do so many of these smaller growers plant principally beans?

Mr. CASSELIUS. Beans is a big crop. I can understand why they do, because beans is a quick crop and if you hit it, it is quick money and you can plant right back to something else.

Miss PASCAL. Do the supply houses have any preference as to supplying seed and fertilizer and supplies for beans in preference to other crops?

Mr. CASSELIUS. No; they will take anything. You can get recommendations the first year, but if you don't pay up, don't prove honest, you can't get it.

Mr. TIPTON. Thank you very much for telling us about your farming experience, Mr. Cassellius.

TESTIMONY OF ALTON WILLIAMS, BELLE GLADE, FLA., APRIL 26, 1942

Mr. TIPTON. Will you give your name and address?

Mr. WILLIAMS. Alton Williams, post-office box 635, Belle Glade, supervising principal of Negro schools in the Glades.

Mr. TIPTON. How many children are normally enrolled in the schools?

Mr. WILLIAMS. We have six schools: Belle Glade Colored School, 365; the Everglades High School and elementary departments at the Okeechobee camp, about 340; South Bay, about 200; Bean City, about 100; Ritta, about 100; the school at Camp Everglades about 195 or 200.

Mr. TIPTON. How many teachers do you supervise?

Mr. WILLIAMS. Twenty-five teachers, two bus drivers, two janitors. I am responsible for them.

Mr. TIPTON. Will you tell us something about your education and background?

Mr. WILLIAMS. My secondary education was in Massachusetts, that's my home. College work at Florida A. and M. College. Graduate work: Master's degree from Michigan University and graduate work at Harvard and Columbia University Teachers' College. My master's degree was in administration and supervision of health and physical education.

Mr. TIPTON. And your work at Harvard and Columbia was in the same field? How long at Harvard and how long at Columbia?

Mr. WILLIAMS. Summer sessions at both.

Mr. TIPTON. How long have you been supervisor here?

Mr. WILLIAMS. Two years.

Mr. TIPTON. What position did you hold before that?

Mr. WILLIAMS. Principal of Belle Glade school.

Mr. TIPTON. How long were you principal there?

Mr. WILLAMS. Principal 1 year, teacher 1 year.

Mr. TIPTON. Where else have you worked?

Mr. WILLIAMS. I did public-health work in Thomas County, Thomasville, Ga.

NEGRO PROBLEMS

Mr. TIPTON. Would you tell us something about what you consider the chief problems facing the Negro here in the Glades?

Mr. WILLIAMS. First, I would say sanitary problems. Enforcing the law, not only setting it up but enforcing the law, putting some teeth in the law to better the sanitary conditions in this region. Secondly, establishment of a cannery for Negro people. In that the Government is now talking about conservation of foodstuffs, I think it ideal to set up a cannery which would afford people occupation as well as encourage them to preserve food, so much of which is wasted in the fields because it is not picked.

Miss PASCAL. Do you mean a commercial cannery which also might possibly be used by the townspeople to can for their own use, or just the latter?

Mr. WILLIAMS. Both for commercial and public use, operated on the W. P. A. budget if possible, with a qualified home-economics teacher to teach the people how to can. Perhaps the State could supplement that by sending someone down. My third point is proper enforcement of the child-labor law. I am naturally interested in that because so many of my students are in the field anywhere from 2 to 4 days out of a week. They are being crippled from an educational point of view and from a physical point of view, and although we do have laws in this State that a child must go to school until he is 16 years of age, yet those laws aren't enforced.

Miss PASCAL. Mr. Williams, you say that a large number of your children miss school a number of days in the week. Do you suppose, in addition to that, there are also children who never enter the schools?

Mr. WILLIAMS. Many. In fact, only about a third of the children, school-age children, in this particular area, are in school. You can go in these quarters anywhere and find, 2 to 1, the children never have been registered in school.

Miss PASCAL. After they get out of elementary school and before they have reached the 16-year age limit, do you have adequate high-school facilities for them?

Mr. WILLIAMS. We have adequate high-school facilities to train a child who is entering some particular profession or going to college, but what is needed here are courses in vocational training giving the student a knowledge of a trade.

Miss PASCAL. What equipment do you have in the schools for vocational training?

Mr. WILLIAMS. At the high school we have a vocational shop, and that shop includes the agricultural department, too, and we have approximately $1,000 worth of equipment for both the vocational and agricultural part of the program. We are doing a bit of farming on about 2 acres and the produce is taken to the home economics department and there it is utilized. Most of it is canned. This year alone we have over $1,000 worth of equipment for the home economics department. We have a separate building, also, for the home economics department.

Miss Pascal. Since most of the Negro families are not in Belle Glade during the summer months but are, perhaps, farming up in Georgia or following the crops, do they come back to Belle Glade in the fall around the time school opens?

Mr. Williams. They lose months in the fall and in the spring. The greatest influx comes about November.

Mr. Tipton. When does school start?

Mr. Williams. September.

Mr. Tipton. How about in the spring?

Mr. Williams. They start dropping out about April and by about the first week in May the enrollment has gone way down.

Mr. Tipton. Then during the season it fluctuates with the bean harvests?

Mr. Williams. Yes, sir. For instance, we have a class here in this particular school with 78 in the second grade and if beans open on a certain day or week we have as low as 6, on actual count.

Miss Pascal. What would be the age range of those 78 in the second grade?

Mr. Williams. The age range would be anywhere from 8 years old to 15.

Mr. Tipton. Do you ever have any requests, during the height of the bean season, for closing up school entirely?

Mr. Williams. No; I haven't had any requests for that but this year they have altered the program slightly. We have orders to open up the school at 9 o'clock and run to 3 o'clock, whereas the school has been opening at 9:30 and running to 4. Why they have done that, I don't know, but I think the request comes from the farmers.

Miss Pascal. Do you know whether or not the school season for the Negro schools in Broward County and Dade County is the same, or roughly so, as it is here?

Mr. Williams. Broward, no. Dade, yes. Broward County, I understand, operates on a seasonal basis. Dade County runs right through the 9 months.

Miss Pascal. How does their seasonal operation in Broward County work?

Mr. Williams. Well, during the season they will close school for 6 or 8 weeks and that is added on to the summer months. They have to go to school in the summer months.

Mr. Tipton. They close in December or January?

Mr. Williams. Yes. A week or so ago we received orders from our superintendent stating that Negro schools were to operate on an 8 a. m. to 12:30 p. m. basis, but that proved impractical because students on the far ends of the county had to catch the bus before daylight. Also there was a conflict between the elementary schedule and high-school schedule. Therefore, recent orders state that all schools, both white and colored, were to operate on a 9 a. m. to 3 p. m. basis.

PROPOSES EMPLOYMENT REGISTRATION

Fourth, I had in mind the establishment of an employment agency for seasonal labor. The farmers here have been talking about that for quite sometime. They haven't seemed to be able to get together on it. I have been to a few of their meetings and when asked a feasible plan I suggested that they register all migrant labor so that they might be able to send the number wanted by various farmers at a minute's notice, therefore eliminating any conflict. The conflict I have in mind is that the farmer on the further end of the county would want his beans picked. If the farmer in the Belle Glade area was only offering 25 cents a hamper and the farmer at the further end would only give 25 cents per hamper it is natural that the picker would want to stay closest to home to make the same price, but that not being the case because the farmer on the further end in order to get labor will have to go up on his price and the person will naturally go out there because he is making 5 or 10 cents a hamper more. It is my opinion that regulated labor in any activity is the better plan.

Fifth, a wholesale recreational program for the Negro to replace the jooks.

RELIEF PROBLEM

Finally, I was wondering if anything could be done to give financial aid to the destitute families here. When the crops are drowned out, or frozen out, it leaves the people without any means of income and many of them have to actually beat their way. The welfare does quite a bit for them but the welfare can't handle them in a wholesale manner. There are so many people here.

Miss PASCAL. What type of public welfare is available for the Negroes in this area?

Mr. WILLIAMS. They get free clinical work done, dental work, hospitalization, commodities, and occasionally clothing is issued to them.

Mr. TIPTON. Thank you, very much.

TESTIMONY OF M. M. CARTER, CAMP OSCEOLA, FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP, BELLE GLADE, FLA., APRIL 25, 1942

Mr. TIPTON. Will you give the reporter your name and address?

Mr. CARTER. M. M. Carter, Belle Glade, Fla.

Mr. TIPTON. And you live here in the camp?

Mr. CARTER. Yes, sir; I have been working here 2 years.

Mr. TIPTON. For the camp?

Mr. CARTER. Yes.

Mr. TIPTON. Do you do any work at all outside the camp?

Mr. CARTER. Yes, sir; I work at the packing house once in a while at night, a little once in a while, help out. I have no regular job.

Mr. TIPTON. What kind of work do you do down in the packing house?

Mr. CARTER. Spread beans.

Mr. TIPTON. Have you a family, Mr. Carter?

Mr. CARTER. Yes, sir.

Mr. TIPTON. How many?

Mr. CARTER. Seven; that's a wife and five children.

Mr. TIPTON. And do they work in the packing house?

Mr. CARTER. Three of them.

Miss PASCAL. How long have you been down here at the Lake?

Mr. CARTER. Since 1935.

Miss Pascal. Where were you living before that?

Mr. Carter. Arkansas; born and raised in Arkansas.

Miss Pascal. You were farming up there?

Mr. Carter. Yes.

Miss Pascal. What kind of farming?

Mr. Carter. Cotton, hay, peanuts, stuff like that, no vegetables to speak of.

Miss Pascal. Why did you come down here?

Mr. Carter. I don't know now.

Mr. Tipton. Why did you leave Arkansas?

Mr. Carter. I couldn't say as to that. Just took a notion to come.

Mr. Tipton. Were you farming for yourself?

Mr. Carter. No.

Mr. Tipton. Were you renting?

Mr. Carter. Yes; on thirds and fourths.

Mr. Tipton. How many acres?

Mr. Carter. I farmed 60 acres for the last 2 years I stayed there.

Mr. Tipton. And you came directly from Arkansas down to Belle Glade?

Mr. Carter. I came to Lake Harbor up here; you might say Belle Glade.

Mr. Tipton. And what did you do when you first got down here?

Mr. Carter. Went to farming. I worked for another fellow the first season by the day. Then I rented some land up by Lake Harbor. I farmed two seasons up there.

Miss Pascal. How many acres?

Mr. Carter. The first time I just had 20 acres, the next year I had 40. Went broke, quit farming.

Mr. Tipton. And then you began working in the packing houses?

Mr. Carter. No; I worked in the field again for a party up at Lake Harbor, then I came here.

Mr. Tipton. What kind of work?

Mr. Carter. Just farm work, farming vegetables, beans, and stuff like that.

Mr. Tipton. Would that be cultivating and tractor operations and things of that kind?

Mr. Carter. Yes.

Mr. Tipton. Not harvesting?

Mr. Carter. Yes; we harvested, too. I was just working for a farmer, you see.

Mr. Tipton. Most of the crops here are harvested by colored labor?

Mr. Carter. Well, we could help to do it, of course.

PROBLEMS OF SMALL EVERGLADES FARMER

Mr. Tipton. Why did you quit farming? Did you go broke, in other words?

Mr. Carter. Well, I was frosted out once and drowned out again. So I figured that was enough.

Miss Pascal. What were you growing?

Mr. Carter. Beans, tomatoes. Mostly beans.

Mr. Tipton. Did you ever grow any cabbage?

Mr. Carter. No; not for myself

Mr. Tipton. Can the small farmer make a go of farming in this region?

Mr. Carter. He can if he can have luck, but if he has bad luck, he can't. That depends on what kind of luck he has. That's all there is to farming here anyhow.

Mr. Tipton. So that if he gets frozen out or drowned out, as you say, he's got to have enough——

Mr. Carter. He's got to have backing from some place and if you're a small planter it is hard to get backing.

Miss Pascal. You mean he can't get supplies and credit?

Mr. Carter. No; not as good as a man that has a lot of machinery and stuff to put up for his supplies.

Miss Pascal. How about this land you were farming up near Lake Harbor? Did you have any trouble keeping the land drained up there?

Mr. Carter. Yes; I guess I did; I couldn't drain it.

Miss Pascal. When you got flooded out?

Mr. Carter. Yes.

Miss Pascal. Is that land in a drainage district?

Mr. Carter. Yes.

Miss Pascal. But the district drainage isn't enough to keep your lands clear of water when a heavy rain comes?

Mr. Carter. No.

Mr. Tipton. Did you try to diversify your crops, plant more things just beans and tomatoes?

Mr. Carter. Not for myself, but I have seen it planted when I was working for the other man. He planted everything, but I never did for myself.

Miss Pascal. How many acres did he have?

Mr. Carter. He farmed 700 acres.

Mr. Tipton. Is that an advantage to plant several crops?

Mr. Carter. Sure.

Mr. Tipton. Why?

Mr. Carter. If you miss on one, you can hit on another lots of times.

Mr. Tipton. Can a small farmer plant several different crops?

Mr. Carter. Not as good as a man that is able to take the pressure.

Mr. Tipton. What do you mean by "take the pressure?"

Mr. Carter. That has the backing to hold him up until he can get another crop coming on.

Mr. Tipton. Does it require more money to plant such a crop as celery, for example, than it does to plant beans?

Mr. Carter. Yes; I think so.

Mr. Tipton. You wouldn't know about how much difference?

Mr. Carter. No; I wouldn't know; but I know it would take more.

FEW SMALL FARMERS NOW

Mr. Tipton. Are there many small farmers right around the lake here now?

Mr. Carter. No, not too many. No, sir.

Mr. Tipton. Are there as many as there were when you came down here?

Mr. Carter. No, sir.

Mr. Tipton. Do you plan to stay here in Belle Glade?

Mr. Carter. No, sir.

Mr. Tipton. Do you have any definite plans or any ideas as to where you prefer to go?

Mr. Carter. Yes, sir.

Mr. Tipton. Where?

Mr. Carter. Arkansas.

Mr. Tipton. Are you definitely going back or do you hope to go back?

Mr. Carter. I hope to go back.

Mr. Tipton. Thank you, Mr. Carter.

TESTIMONY OF B. E. LAWTON, BROWARD COUNTY AGRICULTURAL AGENT, FORT LAUDERDALE, FLA., APRIL 28, 1942

Miss Pascal. Will you please give your name, position, and address for the record?

Mr. Lawton. My name is B. E. Lawton, county agricultural agent for Broward County, Fort Lauderdale, Fla.

BROWARD COUNTY SOILS AND CROPS

Miss Pascal. Mr. Lawton, I wonder if you would describe for us the different farming areas in Broward County, giving us some idea of the different types of soil, crops grown, and drainage problems existing along the coast?

Mr. Lawton. Broward County has three main types of soil, namely, sand, muck, and marl. The northern part of the county has a mass production of beans, peppers, squash, and cucumbers grown from its sandy soil. Around Fort Lauderdale, with more or less sand and some muck, is found some farming and many commercial nurseries. Five miles south of Fort Lauderdale, in the Dania area of marl soils, the principal crop is tomatoes. The principal dairies are found farther south, to the west of Hollywood, and the soil is sand and muck. Below Hollywood, in the Hallandale community, the soil being mostly marl, large quantities of tomatoes and Irish potatoes are grown, also many cut flowers. In Davie, located on the rim of the Everglades, with its soils entirely muck, are found the citrus groves, beef cattle, and a large sod industry. This is the only community where farmers live on the farm. Many bunch vegetables are also grown in this community.

Miss Pascal. Mr. Lawton, how much of Broward County is Everglades, and is there any farming on the Broward County part of the Everglades?

Mr. Lawton. Summing the agricultural areas up, I would say that the cultivated land consists of a strip, east and west, approximately 10 miles wide along the entire coast line. There is no farming in the Glades proper. Most of this land, for about 10 miles farther west from the farming area, is used for pasture lands, the balance is wild, undeveloped muck land, generally under water.

Mr. Tipton. You said, Mr. Lawton, that in the Dania area the soil is marl. You didn't say what the composition of the soil is in the Pompano area.

WATER CONTROL

Mr. LAWTON. The soil in the Pompano area is mostly sand. Farmers in this area use pumps, principally, that is the larger growers. There are no adequate pumping facilities at the present on the marl and muck type soils. There are, however, two large pumps located on the east side of the marl land around Dania, but this is not sufficient to take care of the entire area. A few of the citrus grove properties are equipped with pumps.

Miss PASCAL. In other words, around Dania, where there is a marl soil, it is necessary to drain the farms in order to cultivate them and it is also necessary to have several large pumps draining the entire Dania area?

Mr. LAWTON. No; the land can be cultivated, but during high water pumps are necessary to save the crops, but the farms around Dania are not equipped with pumps. The farmers in the northern part of the county, after a large rain, can get the water off by operating their pumps in just a few hours.

Miss PASCAL. Then, in the Pompano area is it also necessary to drain the sandy soil up there?

Mr. LAWTON. Yes; drainage is necessary, but the ditching and diking facilities there will enable these farmers to pump excessive water off and pump water in when necessary. In other words, they are equipped to handle the water to their best advantage.

Miss PASCAL. Is there a subdrainage district around the Pompano area or is all the drainage operated by individual farmers?

Mr. LAWTON. There are a number of lateral canals, but all of the drainage is done by the individual through the use of smaller ditches and canals and pumps.

Miss PASCAL. Are the lateral canals dug by a subdrainage district?

Mr. LAWTON. No; they are dug by individuals. The drainage districts furnish the large canals and each individual does his own ditching around his farm.

Miss PASCAL. But the large canals are those supplied by the Everglades drainage district?

Mr. LAWTON. Yes; the Everglades drainage district, Broward drainage district, and the Middle River drainage district.

LARGE-SCALE FARMING

Miss PASCAL. You said that farming in the Pompano area was done on a fairly large scale?

Mr. LAWTON. What I mean by large scale or mass production is that a large number of these farmers will grow several hundred acres of crops. In fact, the farmer in this area who does not grow around 200 acres is not considered a very big farmer. There are a number of farmers that operate over 1,000 acres. With this large acreage, it requires a large number of farm laborers.

Mr. TIPTON. Can you give us an idea as to the largest single acreage grown?

Mr. LAWTON. The largest producer in the Pompano area operates 4,000 acres.

Mr. TIPTON. That's 4,000 acres of actually operated land?

Mr. Lawton. That's right; 4,000. A part of this, however, is double cropped, but I would say that 3,000 acres would be planted at one time.

Miss Pascal. Is such a large farm operated as one unit or does he share out parts of it to other farmers?

Mr. Lawton. This operator has three different farms. Each has its own equipment. None of the crops are sharecropped.

Miss Pascal. He operates three separate farms, but he is the actual operator of each farm himself?

Mr. Lawton. That's right; but he has a manager on each farm. These farms, I would say, would use around 1,000 laborers.

Miss Pascal. Is that the peak requirement for harvesting or requirement for general operations?

Mr. Lawton. Yes, this would be for the peak of his operations.

Miss Pascal. Is it the general practice for these larger farmers to operate the farms themselves, perhaps dividing them into distinct units the way this farm is divided?

Mr. Lawton. Very little sharecropping is done by the farmers in the northern part of the county. Around Dania, which is the principal tomato-growing area, most of the farmers there sharecrop their crops.

Mr. Tipton. Who owns that land they sharecrop on?

Mr. Lawton. Various large farmers are living in and around Dania and a large amount of their acreage is owned by out-of-State residents.

Mr. Tipton. So that some of this land is owned by farmers who themselves farm and rent out additional acreage on a sharecrop basis?

Mr. Lawton. Yes. About the largest single acreage by one operator in the Dania area is around 500 acres.

LABOR USED ON LARGE FARM

Mr. Tipton. You said that the grower you were speaking about needs about a thousand workers at harvest time. Can you give us an indication of how many men he would have on his pay roll the year round and how many men he would have through the growing season?

Mr. Lawton. Farming in Broward county is somewhat different than farming throughout the country. The farmers use their land about 6 or 7 months out of the year. The balance of the time the land lays idle. This man has three overseers and some men to look after his equipment and livestock for the entire year. During the summer months he keeps a number of men busy with such things as clearing land, opening ditches, establishing pastures, and repairing machinery. Most of the growers have their own living quarters for laborers. As soon as the crops are harvested a large number of these laborers migrate to north Florida or Georgia and Alabama.

Mr. Tipton. How about during the planting season? About how many workers would this man need from the time he started operations up to the time crops came on and he had to have the thousand?

Mr. Lawton. Preparation for the fall crop usually begins in August and September and planting begins in October. On this farm, I would say, that approximately 200 day laborers would be required to prepare the land and plant the crops.

Miss Pascal. About how many of these people would this farmer keep in his own quarters?

Mr. LAWTON. He would have facilities for all of them.

Mr. TIPTON. He doesn't attempt to maintain sufficient quarters for the thousand?

Mr. LAWTON. Yes; he has 2 quarters that could house 1,000 workers.

Mr. TIPTON. Is this generally true, in roughly the same proportion, of the other growers in that region?

Mr. LAWTON. Yes. With the larger growers. All of the smaller growers do not maintain sufficient quarters for their laborers. The fact that we are in a specialized growing area the number of workers would vary from time to time as we may have a frost or excessive rain and destroy one crop, and it would be at least 6 weeks before another crop would be ready for harvest. In this case, thousands of workers would be out of work, as there might be 8,000 workers in the area at the time. A time like this is when Government help is needed.

OWNERSHIP AND RESIDENCE

Miss PASCAL. Do growers in the Pompano area and other areas generally own their farms?

Mr. LAWTON. Yes; I would say that the farmers in the Pompano area own 75 to 80 percent of the farm land. In the Dania and Hallandale area the farmers there own about 60 percent of their land. In the muck lands around Davie the farmers own practically all of their land, and is the only section of the county where all the farmers live on their farms.

Mr. TIPTON. You said awhile ago that very few of the farmers live on their farms. Now, where do they live and are they Florida residents the year round?

Mr. LAWTON. The farmers in the areas you refer to live in the towns of Deerfield, Pompano, Oakland Park, Fort Lauderdale, Dania, Hollywood, and Hallandale. Most of them live in these towns the year round with the exception of some of the larger ones who may be financially able to go off for the summer.

Mr. TIPTON. Do you have, as we understand they do have in the Glades, any number of farmers who come down from northern areas to take advantage of your winter season cropping here, who also crop in the summertime in some northern State?

Mr. LAWTON. No; the farmers in this area do not farm in any other State; however, there are a few farmers around Pompano and Oakland Park who own farms in north Florida. These farmers generally go back to these sections when their crop is over in this county.

Mr. TIPTON. These farms in north Florida would be cotton?

Mr. LAWTON. Yes, cotton, tobacco, peanuts, crops of that kind. Around Dania and Hallandale each year a number of them come down to Florida for the winter and while here they grow a crop of tomatoes, but this is only a small acreage, I would say from 5 to 10 acres, and this is the only section of the county where this is done.

Mr. TIPTON. These people you are speaking of now come down not from north Florida, but from northern States?

Mr. LAWTON. Yes; I might add that these people have very little knowledge of farming and, as a rule, make very little money out of their operations. They are inexperienced. They get discouraged and go back and possibly don't come any more.

MARKETING

Miss Pascal. Will you tell us something, Mr. Lawton, about the marketing of Broward County produce?

Mr. Lawton. The Farmer's State Market, located at Pompano, furnishes ample marketing facilities for all crops grown. This market is said to be the largest vegetable market in the United States. It is 1,008 feet long and 108 feet wide. The farmers do their own selling. Ten days ago, before our recent rains, the market was doing a business of approximately a half million dollars a week. I was told by a local banker that his deposits for this week were the largest in the bank's history. The market has a full-time manager. The business affairs of the market are managed by a committee of farmers, of which the county agent is a member. Each farmer who desires space is rented a stall which is about 16 feet wide and 50 feet deep. According to his size of operation, he is entitled to the number of stalls that he can use. The smaller growers who do not feel that they can rent a stall turn their products over to brokers who operate on the platform. These brokers sell their produce to the best advantage and charge a certain commission for handling. Practically all of the produce is sold each day for cash. The larger growers do their own selling. Most other vegetable markets in the State are on an auction system, but this system of individual selling has proved very satisfactory to every one so far. I have seen, on a number of afternoons when I visited the market, over 200 large trucks waiting to load. Most of these trucks represent buyers themselves. I hear a number of the buyers complaining about getting around on the market, as it is approximately a quarter of a mile long. A number of bicycles are used for the buyers to go up and down the platform.

Miss Pascal. Are these purchases made by independent truckers who buy produce for cash and haul it to the northern markets independently or are the trucks owned by large concerns in the northern markets who send the trucks down to buy for cash?

Mr. Lawton. A large number of these trucks are owned by individuals who pay the farmer cash on delivery, but there are a number of our largest produce dealers throughout the northern part of the United States who have representatives at the market at all times.

Mr. Tipton. You said that sales were for cash. Did you mean that all sales on the market are cash, that there are no consignments?

Mr. Lawton. About the only time consignments are made is when the quality of the vegetable may be affected as a result of excessive water and, for this reason, the buyers are scared to take a chance on buying. Therefore, the farmers, rather than lose the commodity, will consign it to some commission man up North.

Miss Pascal. And will take the best price he can get from the man up North?

Mr. Lawton. Yes; that's right; which is usually red ink.

Miss Pascal. We have found that in the south Dade area, although there is a State market at Florida City, most of the produce is sold through packing houses in the area. How do you account for the fact that in the Pompano area most of the sales are made through the State market?

Mr. Lawton. I would say that the kinds of crops grown vary somewhat from the south Dade area in that the south Dade area grows principally tomatoes and potatoes while in the north Broward area our largest crops grown are beans and peppers. It doesn't take as much time and care to pack a crate of beans as it does a lug of tomatoes. It doesn't take the skill, I mean, to pack it.

Mr. TIPTON. How would you account for this same difference that exists between Pompano and the Everglades?

Miss PASCAL. Where the principal crop is beans and the beans in the Everglades are put through packing houses and sold through the packing houses?

Mr. LAWTON. The only thing I could see to this is that the system of selling at Pompano was instituted when this area first began and they still hold on to this system of marketing, but I believe, however, that in the future the farmers in the Pompano area will have to use the packing house facilities in order to continue receiving top prices for their produce.

Mr. TIPTON. That's because the grading will improve the pack? Are there any beans in the Pompano area that are being run over belt graders?

Mr. LAWTON. I know of only one producer who uses belts in grading beans. The majority of the beans are graded right in the field and packed into hampers.

Mr. TIPTON. Does this particular producer pack only his own beans or also on a custom basis?

Mr. LAWTON. Just his own beans.

Mr. TIPTON. Do you know whether or not he has been able to increase his prices by providing better packed produce?

Mr. LAWTON. If beans are plentiful he would increase the price he would receive for his produce, but if beans are scarce, that is, if they should have a catastrophe such as a drown-out or frost, it would make very little difference.

Miss PASCAL. Down in the Dania area the principal crop is tomatoes, as you said. Are these tomatoes packed in the field?

Mr. LAWTON. No; they are all packed in packing houses.

Miss PASCAL. And how are they sold?

Mr. LAWTON. Most of these tomatoes are shipped north, 70 percent going by rail and 30 percent by truck. I might say that, in the Pompano area, it is just the reverse. The trucks haul 70 percent of the vegetables and the railroad 30 percent.

Mr. TIPTON. I want to come back for a minute to the producer who packs beans. After he runs his beans through the packing house, does he sell those beans across the Pompano market?

Mr. LAWTON. This particular grower who runs his beans over a belt was not very enthusiastic when the new Pompano market was built a few years ago. At first he tried to continue selling his beans at his own market shed, but he soon found out that the market offered better marketing facilities.

Mr. TIPTON. Since we understand it is a general practice to have white help in packing houses in south Florida, the fact that produce is packed in the fields in the Pompano area reduces by a large percentage the amount of white labor that you need at harvesting season in this area, as compared with the Glades, for example, where they pack, doesn't it?

Mr. LAWTON. Yes; that's right. In the areas around Pompano all of the packing is done by Negro labor. The growers will have a supervisor. But in the Dania area, where the tomatoes are packed in packing houses, all of the labor is white.

Mr. Tipton. The field labor in the tomatoes is colored?

Mr. Lawton. That's right.

LABOR SUPPLY, 1941–42

Miss Pascal. Mr. Lawton, have growers in this area had more serious difficulty than usual in obtaining a sufficient supply of harvest labor?

Mr. Lawton. You mean this year? No. The growers in this county were faced with a shortage of labor but, due to reduced shipments in other areas, we were able to market all of our crops without any labor difficulties. However, if the area around the lake and south Dade and Broward all have good cropping seasons, we would encounter a labor shortage. The labor in these areas generally migrates back and forth between the lake, Broward and south Dade, as the crops come in in the different areas. A number of farmers have asked me in the past few days if anything is being done about trying to help the labor situation for next year. It is a pretty hard matter for the farmers at this time of the year to know just what they will plant for the next cropping season. The amount of acreage planted will, of course, be determined by how much labor is available and that is going to be quite a problem for next year. It seems like the best solution to this would be for some department of the Government to ascertain the early part of the season about how much produce will be grown and then try to make some arrangement for transportation or moving labor from one area to the other.

Miss Pascal. To go back to what you said before, the farmers are undecided how much to grow next year because of the uncertainty in regard to labor?

Mr. Lawton. Yes; the uncertainty in regard to labor and supply of materials and equipment.

Miss Pascal. Has the Farm Placement Service of the United States Employment Service been operating down here this year?

Mr. Lawton. Yes. The State employment service, in connection with the Federal Employment Service, has given the farmers assistance in locating labor. They are now making a survey to find out just what labor will be needed for another season.

RELIEF

Miss Pascal. Mr. Lawton, has labor in the section been receiving surplus commodities during the period when no work was available?

Mr. Lawton. Yes. I think at the present time there are about 800 persons receiving Government commodities. I have heard some of the farmers complain at times about the Government giving these commodities, but I investigated this complaint and found out that those receiving commodities were principally Negroes and most of them had large families or some of them possibly, were crippled. It may be that a few of them did receive commodities for a short time when farmers needed help, but I do not think that this retarded the marketing of very many acres of vegetables. I was told that during the past season a large number of the farmers requested the Surplus

Commodities Corporation to keep most of the people on those rolls until December 15. It so happens that this past season we had an exceptional growing period about this time and crops matured about 2 weeks early. It was not possible to take these people off the very next day and it was necessary for the Surplus Commodities Corporation to investigate before a wholesale elimination which may have worked a hardship on some families. In January we had a record rain which destroyed approximately 25,000 acres of vegetables in the northern part of the county. This acreage was replanted. Harvesting began about the 10th of April and, on the 15th, another record rain destroyed all of the acreage replanted.

Mr. Tipton. Did these two catastrophes create a relief problem in this Pompano area?

Mr. Lawton. No, I wouldn't say that it created a relief problem as some of the other farming areas were not hit as badly and a number of these laborers moved to these areas and secured work.

CAMPS AS SOLUTION TO LABOR PROBLEM

Mr. Tipton. What is your opinion and what is the general opinion of the region regarding the Farm Security migratory camp program?

Mr. Lawton. The Farm Security migratory camp program, when it was first started, was not very popular in Broward County, but after the camp had been in operation for a year I find sentiment quite different. The only camp at the present time in this county is located at Pompano. The farmers in the Dania area are trying to secure a camp for that section. I believe that these migratory camps or mobile camps are going to be the solution to the labor problems in south Florida.

Miss Pascal. Thank you, Mr. Lawton, for this very helpful testimony.

TESTIMONY OF P. L. HINSON, DEERFIELD BEACH, FLA., APRIL 30, 1942

Mr. Tipton. First of all, we would like to have your name, address, and occupation.

Mr. Hinson. My name is P. L. Hinson, Deerfield Beach, Fla. Occupation is farming.

Mr. Tipton. How many acres do you farm, Mr. Hinson?

Mr. Hinson. About 1,500 acres.

Mr. Tipton. What crops, principally?

Mr. Hinson. Beans, squash, peppers and plants, tomatoes, pepper and eggplant plants, some tobacco plants.

LABOR REQUIREMENTS

Mr. Tipton. Can you give us an idea of your year round labor requirements, and also of your peak labor requirements during harvesting season?

Mr. Hinson. I usually use about 35 men during the off-season. That number that would like to stay, as a rule, is what I use, whether it is 20 or 75. During the winter season, harvesting, we need about 400. I would say that that's my impression, about 400 during December, January, February, and March.

Mr. Tipton. Would that be 400 every day or would that be a peak of 400?

Mr. Hinson. I plant in such a way that we try to use more or less an even number. It depends on the weather, as to whether it is cool or whether it is warm, as to just how many we need, but approximately 400 is what we would like to have.

Mr. Tipton. What was your experience this year with regard to the availability of people?

Mr. Hinson. Very hard to get. Some stuff went to waste on account of being unable to harvest it.

Mr. Tipton. Can you give us an idea of what crops went to waste and approximately how many acres you feel you lost because of shortage of labor?

Mr. Hinson. On account of the rains cutting the yields only in the last harvesting, which took place on the 20th of March until the 15th of April, I would say approximately 10,000 packages or bushels of string beans we lost on account of not being able to get the labor.

Miss Pascal. From the 20th of March to the 15th of April there was a shortage?

Mr. Hinson. Yes.

Mr. Tipton. Can you tell us about how many workers you had at that time and how many more you would have needed to get in those 10,000 bushels?

OPINION OF MIGRATORY CAMP LABOR

Mr. Hinson. I had approximately 300. I needed 400. They were not to be had. I couldn't get them. We applied to the Government agency at Pahokee and, even though he made us elaborate promises of what he could get—I sent two big trucks, one trailer and one truck, over there to get the 75 that he promised and he sent us 20. We hauled from Palm Beach. We tried to get some out of Miami. We applied to the housing man at Pompano that runs the migratory camp. His help was worthless. He has no supervision of the Negroes at all and they go at will where they would care to go and would have no regard for his suggestions apparently. They remind me of a bunch of cows. The way the Government handles the Negroes reminds me of a bunch of these wild Florida range cows. They will pay no attention to anything. They go where they want to go regardless of where they should go to do the work.

Mr. Tipton. You weren't able to get any then from the Pompano migrant camp?

Mr. Hinson. Not one, and I sent there 8 or 10 times with trucks, my own trucks and hired trucks, and never got one.

Miss Pascal. At Pahokee, you contacted the Employment Service representative I suppose?

Mr. Hinson. Yes.

Miss Pascal. He got you 20 but couldn't get the 75 that he promised?

Mr. Hinson. Yes. The truck drivers I sent over there said there looked to be hundreds over there without work at that time, but we couldn't get them to come over.

Mr. Tipton. Was it simply a matter of them not wanting to come over here or was there any attempt to keep them over there on the part of the employment representative or on the part of anyone else?

Mr. Hinson. The employment representatives apparently did everything that they could to give us any assistance that they could give us. Only the Negroes that had been to my farm were willing to come back. They have such a set-up over there of providing for them in various ways until they are not willing to leave there to go where the work is available, that is, assistance of various kinds.

Mr. Tipton. You have your own quarters on your place, do you?

Mr. Hinson. Yes, sir.

Mr. Tipton. Do you have sufficient quarters to house your 400 at your peak season?

Mr. Hinson. Hardly, but I had plenty of quarters this season, plenty of house room that I could have taken the other 75, which would have been a great help towards getting all of the crop gathered.

Mr. Tipton. At peak season time, how do you handle the overflow that you haven't room for in your own quarters?

Mr. Hinson. Well, various ways. I have arrangements with house owners in Deerfield that they furnish me the room. I could have, with my arrangements, set up or taken care of all that I needed if I could have gotten them.

WAGES

Miss Pascal. Can you give us an idea of the wage rates this year as compared with last year and previous years?

Mr. Hinson. Last year I paid $1.50 a day for labor, approximately 7 or 8 hours. This year I paid $1.75. Last year I paid 20 cents a bushel for picking beans. This year I paid 25 cents for the first picking and 30 cents for the second picking. I found, before the Government tried to manage the labor as if they were a bunch of children, that they were much easier to handle and get where they were needed to be gotten.

RECOMMENDATIONS

Mr. Tipton. In that connection, have you any recommendations that you would like to make for handling the labor supply situation in the future, particularly with reference to next year?

Mr. Hinson. Yes, sir, I have. Personally, I think, if the Government will take the housing facilities that they have created in south Florida and lease it or sell it to the farmers, that the labor situation would be much better. They have no housing facilities that I could use because it is not located adjacent to my farms, but it will just make a better condition to prevail with all of the help if they didn't try to look after them as if they were a bunch of kids. It is a pity that the officials of the Government doesn't know the temperaments of the Negro help. I believe they will find it very hard to change them overnight, change their way of living. They spend, regardless of what they make, they spend it all and you can't make them have anything. With people that has dealt with Negroes all of their lives, they know that they have to provide for them. You have to provide for them by keeping them in work where they can make a living, see, and, if they have somebody to furnish them house room and furnish them various other assistances, they are not going to look for the work that they usually do look for.

Miss Pascal. I understand that a large number of the Negroes living in the Pompano camp do some farming—sharecropping?

Mr. Hinson. That I am not acquainted with because the management of the camp never was able to help me get any help and I never got acquainted with the Negroes that lived there.

MIGRATORY CAMP VERY LITTLE HELP

Mr. Tipton. The Pompano camp is not located as well for your farm as it is for the Pompano farmers?

Mr. Hinson. I understand that it is very little help to any of them that has a job to be done. I don't think that they encourage them to have them farm for themselves. I think it is admirable in anyone, white or black, to try to have something for himself, and he is a better citizen, not leaning so hard on the Government, if he does have a patch for himself. A class of Negro that has a field or patch of his own is willing to help you when he is not needed in his own field, but having these Government houses has a tendency, in my opinion, to discourage trying to have anything for themselves.

Mr. Tipton. Now, would it be a fair summary of your position, with regard to the housing program of the Government, that the idea is good of providing housing down here, but that the administration is lax and at fault?

Mr. Hinson. No. I found the administrators willing to cooperate. The rules that are laid down for them ties their hands. In my opinion, the best way to do that is, just as I said awhile ago, if they could sell or rent this housing to people that need it to furnish it for their help. It is the only solution that I see. If it is an industrious Negro willing to own his own home, I should glory in his spunk, and, if it is a farmer that is willing to provide for those Negroes that won't own their own homes, to my way of thinking, that's the way to run it.

Mr. Tipton. Have you any other suggestions for handling the problem for next year, in addition to the housing suggestion you have made?

Mr. Hinson. None other, except to allow fellows that can, and are willing to, and able to, provide housing room for them. I have built houses every summer for the past several years with material that is not considered the best for building better class of houses. I find it is a great help to have the housing facilities right at the job.

LABOR IMMOBILIZATION

Mr. Tipton. Have you had any difficulty at all in your attempts to get labor from other areas? Have you had any difficulties at all with regulations or activities of public officials who were, for any reason, hesitant to allow you to come into their regions and solicit labor to bring to your region?

Mr. Hinson. Yes, sir. We have had considerable of that kind, especially in Georgia where the labor is not needed at this time of the year. I have always felt like, if we could have an understanding with the poeple that if they don't need them let us have them until such time as they need them and let them have them at such time as we don't need them, it would be a very satisfactory agreement but apparently you can't get them to see it. They believe that a Negro belongs there, the help belongs there. Whether they have work for him to do nor not, they would like to keep him. We have had whole trucklots put in jail, have paid some fines, have had warrants got out for people that went to get them. As a rule, we always go to the sheriff in the county that we are getting them from and tell them we are not after anyone that is in debt or has obligations but we are after those that would like to have a job that hasn't a job where they are. Nevertheless, there are people that feel that you should be punished, that don't want the Negroes to work some where else besides their immediate community and, I imagine, except for the benefit of the individuals in his immediate community.

Miss PASCAL. Have you ever attempted to make agreements with individual farmers up in Georgia to, so to speak, borrow their labor in the winter season and agree to return it in the spring?

Mr. HINSON. I have always found that this was always so disagreeable to the people in Georgia that it is better to deal with the sheriff and not mention it to them.

Mr. TIPTON. Can you give us the towns or counties in Georgia where you have run into this problem?

Mr. HINSON. Yes, sir. Mitchell County is where I have had my main trouble. The people of Baconton, Ga., seem to be the worst that I have ever dealt with in getting on my neck for moving Negroes down.

Mr. TIPTON. Have you had any difficulties with regard to getting labor into this area from other areas in Florida?

Mr. HINSON. It is generally understood that the people on the lake, other than the Government agencies, resent you moving Negroes out from there during their slack period. Therefore, it is a tedious problem we have always had to go up against.

Mr. TIPTON. You mean the people at the lake are afraid that, if you take them in their slack season, they won't be there for their use when their crops come in and are hesitant to have them go?

Mr. HINSON. That's right. Sometimes our seasons overlap. They are partially right. However, we have had them come down here with airplanes and throw circulars all over our field which made us very indignant.

Miss PASCAL. Thank you very much, Mr. Hinson.

TESTIMONY OF MRS. DOROTHEA BROWER, WEST PALM BEACH, FLA., APRIL 29, 1942

Miss PASCAL. Will you please give your name, position, and address?

Mrs. BROWER. Mrs. Dorothea Brower, district welfare supervisor, post-office box 1751, West Palm Beach, Fla.

Miss PASCAL. Will you tell us what your district is?

Mrs. BROWER. I supervise all of Broward County and the southern end of Palm Beach County. That takes in the farm territory down in the southern end of the county.

Miss PASCAL. We came to see you, Mrs. Brower, because in the course of conversations with growers in various parts of south Florida we have heard complaints that the Negro laborers were reluctant to work because they were receiving surplus commodities. But, first, perhaps you will tell us something about the welfare work in your district.

Mrs. Brower. In Broward County we have public assistance, which includes old-age assistance, aid to the blind, and aid to dependent children. We certify for W. P. A. and the Surplus Commodities and C. C. C. Now, of course, the Surplus Commodities case load is the case load that has the Negro farm laborer. In that case load we come in contact with more employable farm laborers than we do in other case loads.

Miss Pascal. In other words, the other types of welfare affect principally the town populations and the white populations?

Mrs. Brower. No. We do have some public-assistance cases, many in the farm section, but mostly the people that we do have are unemployable to the extent that they can't do a good day's work. They do try to pick beans—the children in the A. D. C. families, when the schools are over, and we do find, among the public-assistance categories, cases that are also farm laborers. I should say that we had not more than 10 percent, though, of the case load that are colored.

Mr. Tipton. May I ask whether this work that you supervise is county or State, and what is the relationship between the various relief organizations in the State of Florida?

Mrs. Brower. We, of course, are the State welfare board, administering the public-assistance program, which is relief for the aged, the blind, and the dependent child. It is a State program under the Social Security Act. That's our connection. Of course, in Surplus Commodities, the State welfare board has been designated as the certifying agent for surplus commodities, as well as for C. C. C. and W. P. A.

Mr. Tipton. In addition to your activities, is there county relief of any kind in the various counties?

Mrs. Brower. There is. In Palm Beach County there is a county welfare department. They give direct relief, usually to persons who are unemployable or in emergencies.

Mr. Tipton. Is that true also in Broward County?

Mrs. Brower. Broward County also has a county welfare department and they administer relief to unemployables and in emergencies, and we have the Salvation Army who help in emergencies.

Mr. Tipton. How about Dade County?

Mrs. Brower. I don't know about Dade. Dade County is district 9. They are a district of their own.

Mr. Tipton. You don't know whether they have a county welfare organization?

Mrs. Brower. I know Dade County has a lot of agencies we don't have. So I don't know what they have. They probably do have a county and city organization.

RELIEF FOR MIGRANTS

Mr. Tipton. Will you describe for us, Mrs. Brower, the position of a migratory relief applicant in contrast with the position of the resident relief applicant?

Mrs. Brower. You mean in this particular area?

Mr. Tipton. Yes.

Mrs. Brower. Of course, you know we have the migratory camps in the Glades. We have one in Broward County. I can't tell you too much about Palm Beach County because I don't supervise the section that has the migrant labor—but in Broward County, if, for instance, there is a freeze or a flood which makes it necessary for some assistance to be given, everyone who comes and is eligible—I mean, who is in need of surplus commodities—is given the commodities regardless of residence. Now you probably want to know what the eligibility or the requirements for surplus commodities are. Anyone who has a budgetary deficiency is eligible for commodities. That is, anyone who has no income in the home. Or, if there is a small income and it doesn't meet their minimum needs, we can supplement with commodities, for commodities are used as a supplement, not direct relief. We in Florida have not wanted to, but we have used surplus commodities because there is no other direct or general relief available. Particularly Broward County, the county welfare budget is very limited now, and they can only help in emergencies and, of course, they have a case load of people who can't prove their age or are ill and not yet eligible for public assistance, and they take care of persons who are sick in emergencies.

Mr. Tipton. In this last group, that sort of relief is available only to residents?

Mrs. Brower. Oh, yes. The county welfare takes care of only persons who have lived in the county for 6 months and usually in the State for a year.

Miss Pascal. For certification to the Surplus Commodities rolls, besides budgetary deficiency, what are the residence requirements?

Mrs. Brower. There are no residence requirements for surplus commodities.

Miss Pascal. Approximately how many persons are on the Surplus Commodities rolls for the Pompano area at the present time?

Mrs. Brower. I can't tell you right now. If I was in the office I could get you the forms but the visitors are closing and opening them and I haven't checked maybe in 2 or 3 months so I can't tell you. I would say between 75 and 100 for the Deerfield and Pompano area.

Miss Pascal. Is that, more or less, the number on the rolls all the year around?

Mrs. Brower. It hasn't been; no. That is only during the farming season.

Miss Pascal. And during the rest of the year?

Mrs. Brower. It goes up. The peak sometimes reaches almost 600 in those 2 sections alone. They start coming in about May and June. The influx of the persons requesting commodities starts around May and June when the farming season is over. Pompano and Deerfield have had the largest case load since I have been down here.

Mr. Tipton. About when do they begin to drop off again?

Mrs. Brower. It would never drop off except that we try to impress on these people that, when the farming season comes on, we will close them out. There will be work available and we have had reactions that the surplus commodities, of course, do prevent, so they say, the people from accepting work.

FARMERS ADVISE ON CUTTING ROLLS

Mr. Tipton. About when do you begin cutting them?

Mrs. Brower. Well, we have started to check with the farmers to see when their crops would be in, when they are going to need the most labor. We have found that if we check with the farmers—this year especially we have tried to check with the farmers and explain surplus commodities to them and show them it is a supplement. Of course, we do know that the Negro will work a few days and get a few dollars and, of course, if he has the commodities, which are usually staple groceries, and a little to buy meat, he will lay off for a while. That's the consensus of opinion, that's where the complaint has been, so this year we tried especially to go to the large farmers and get their opinions. I think by January 1 we usually have the case load down because that's when the peak of the farming season comes. First we take off single persons and those with small families, leaving the very large families on because they are not earning too much right away, and then we just weed the case load so that we only have persons who we know are unemployable and in many cases the public-assistance clients where they have a wife who is almost 65 and there is no other income to support her, that does supplement it.

Miss Pascal. You said that this fall you discussed with the farmers when would be the best time to start cutting down the load? What date was generally given?

Mrs. Brower. You mean, when did the farmers suggest? I think it is around December 15, and by January 1 they feel that everybody should be taken off. The farmers, naturally, when they have a crop in the field and they can't get labor to take care of it—I mean there is not as much labor as they want—they naturally are going to feel that there is some reason and the first thing we have found that they complain about is the commodity program. Clients have left the fields, we know, and gone to get the commodities when there were beans to be picked, so they do have a right to complain, and yet commodities are only a supplement. They are not given to these people as direct relief, but many of them have large families and, when the first crops come off, they have had debts from the summer months and naturally they feel that they should have the commodities and they need them and that's why they get them. We started closing them out on the 15th, but apparently their crops came earlier this year and I think they had more than they expected and I believe that their labor was short. I mean, there weren't as many people here and naturally they felt, though we had talked to these big farmers, that they still shouldn't have the commodities. And, you see it is not just an overnight thing, either certifying or taking them off. We have tried to interpret to the farmers that it can't be done overnight; that if a freeze comes we have to get permission from the State office to certify on a blanket basis to get food in here and certify quickly. Of course, it takes 2 or 3 weeks to close a case out and in the meantime they may have gotten an issue of commodities that perhaps they shouldn't have had, but it is a lot of work to get hundreds of cases off the rolls because it takes the visitor's time in making the forms and then it has to go to the commodity department and, if they already have their rolls made up, of course, it takes time to get the names off the rolls. We have usually had good cooperation with the commodity department. I mean, if we have sent through names and we say that we want them off so that they won't get a certain issue, the commodity department has cooperated and I feel that this year things went off much better than they have other years because we started early enough to get the farmers' feelings about it and to plan so that when the time came when the people should do without commodities or should not have them, we were ready to take care of them. But, as we say, we hadn't planned that the crops would come as quickly as they did.

NO INDIVIDUAL INVESTIGATIONS

Mr. TIPTON. Are investigations made before making all these additions to the rolls and deletions from the rolls?

Mrs. BROWER. No; they are not, because we don't have a staff to do it.

Mr. TIPTON. So it is a blanket certification?

Mrs. BROWER. It is a blanket certification in that we pick out from the case records. I mean, the visitors usually know. The records show the family composition and we just suppose that this person, with perhaps himself and a 17- or 18-year-old boy and maybe a 13- or 14-year-old boy—in these families, these Negro families, the whole family goes to the fields to pick the crops—so unless the record shows that there is illness or some reason why they can't work, we just close them out. Of course, when they are certified we have usually tried to make them understand that when the farming season begins their case will be closed, and in many instances we certify on a 6 months' basis or we state on our certification that this case is to be closed December 1 or 15 or January 1. We have tried to put on a closing date on those agricultural workers' cases.

Mr. TIPTON. In the middle of last December, did you find much criticism of the commodities program on the part of the farmers?

Mrs. BROWER. Indirectly. They didn't come directly to us. I mean, just indirectly we heard that the farmers were complaining about the commodities program and, if I remember correctly, the visitor in the territory went to them and spoke to them again and she tried to explain, to see as many farmers as she could and try to explain our position again. We had one town official come in. He was complaining about the farmers saying that the people left the job to go get commodities and at that time we really had closed out practically everybody from our rolls and that we only had public assistance clients and unemployables, so far as we could tell by our records. Then he suggested that probably, if they gave them out at another time of the day, the farmers wouldn't object. So we read in the Pompano paper that the town officials had decided that the commodities would be given out at night and an electric light was put up so that the commodities could be given out at the jail at night. Our State office wondered, when there was so much work available, why commodities were being given at night, but we explained that the rolls were cut down and it was just to make the farmers feel better, a psychological effect. I don't know if they are still continuing to do that or not.

Mr. TIPTON. They did begin giving them out at night, however?

Mrs. BROWER. Yes.

FLOOD CAUSED NO PROBLEM

Miss PASCAL. During January I understand that you had a very severe flood in the Pompano-Deerfield area, and I read in the papers that a very large number of laborers were thrown out of work because of the crop failure. I wonder if you could give some indication of the seriousness of this situation?

Mrs. BROWER. We had no problem because at that time the Glades were calling for labor and many of those people, usually the people in Pompano and Deerfield, migrate between the two sections. When Pompano and Deerfield don't have anything, when their crops aren't quite ready, the Glades have, so they go out there. So our rolls stayed the same. The employment officers were telling us about the need of the farmers in the Glades and we just didn't certify them, that's all. We had calls from every employment office in the southeastern part of the State saying they wanted workers at Clewiston in the cane fields in the Glades, and usually those people do migrate back and forth. Many of the public assistance families, when we went to review cases, had gone to the Glades. When the crops are ready here, they come back. I understand there was concern in the Pompano and Deerfield area that, after the waters had gone down and they had to replant, they wouldn't have enough labor because they were migrating to the Glades or somewhere else where they were needed. We had very few calls for commodities, and any that we did have, if they were able bodied and if they could work, we didn't certify them for commodities, but referred them to the employment offices.

Mr. TIPTON. At that time did any local grower suggest, in view of this fear that they might not come back, that commodities be released?

Mrs. BROWER. No.

FARMERS CERTIFY RELIEF NEEDS

Mr. TIPTON. Have you ever received calls from growers who suggested to your office that people be put on commodity rolls during a slack in the harvest?

Mrs. BROWER. Yes. We have. I think it was the year before that we did. The year before we had a freeze, and, of course, we did not certify these people for commodities unless they had a statement from the person that they worked for that they were in need at that time, and the farmers would even furnish them transportation and bring them in, because they did lose heavily. There were many people in the Pompano and Deerfield area at that time and the farmers couldn't take care of them, so they cooperated to the extent that, if we asked for a statement and if the farmer didn't need them and they needed the commodities, they gave us a statement. You see, we don't have enough staff to contact every grower.

Miss PASCAL. A grower down in south Dade County recently told us that during this flood this year a number of growers in this Deerfield-Pompano area had requested that surplus commodities be given to the laborers during the time that new crops were growing here.

Mrs. BROWER. Did they make the request to us?

Miss PASCAL. Apparently.

Mrs. BROWER. No. We talked to a group of Negro laborers—it must have been after the flood—and I myself talked to them and told them there was this work available and they were calling for laborers in Clewiston. We were getting it from all employment agencies: "Send colored laborers to Clewiston." They furnish them a place to live and, if there is a group of people, they would furnish transportation. We refused the clients themselves. So far as the farmers asking for commodities, I don't recall, but I do know we refused the clients, because we had a run on them at that time.

Mr. TIPTON. I would like to go back to this freeze a year or so ago at which time the growers cooperated by sending in letters and bringing their workers to the office. Now, have the growers from time to time brought their workers in to have them certified? Was this example of the freeze an isolated case or has that been rather general?

Mrs. BROWER. In instances, I believe that they have furnished transportation, expecially when, at the end of a season, they haven't earned perhaps as much as this year. There are some instances of the smaller farmers doing this, not only these great big farmers. Of course, the year before last was a poor season and it was then that we were receiving so many statements from growers and we did have quite a few growers come in to talk to us about commodities and some of the largest growers came in one day and said if anyone worked for them, they were in need of commodities. They just couldn't help them and that's what made our rolls last year so huge, I think. Of course, that was my first year down here. I mean, when we had so many commodity cases. The farmers felt that they couldn't take care of the people themselves. In many instances they sort of help them during the summer so that they can keep them here—so they will be here for the wintertime—give them free rent and perhaps advance a little bit for groceries. But that year they were pretty hard hit and we had large rolls and there were several farmers that came in to talk to us. In many instances they would write for whole groups. They would write on a slip of paper and put all the names down and sign it and say that "these people work for me and really are in need of the commodities."

Miss PASCAL. Have you developed any policy as to the date in the spring when you let people back on the rolls?

Mrs. BROWER. We usually check to see that the farming season is over and we have found that usually they don't come in until they do need the commodities. I don't know what we are going to do this year. We will probably have to be thinking about it. We thought we would have an influx now from the drown-out they had just a few weeks ago, but we haven't. Dania, Hollywood or Hallandale—even from them we have had very few cases—but we never have many down there. Somehow they seem to get along.

Mr. TIPTON. That's an area of smaller acreages, isn't it?

Mrs. BROWER. Yes; just a piece crop. They don't go in it wholesale as they do up in the northern end of the county.

Miss PASCAL. The greatest number of commodity clients are in the Deerfield-Pampano area?

Mrs. BROWER. Yes.

Mr. TIPTON. Could you give us an indication of the proportion of the applicants that would center around the Pompano-Deerfield area?

Mrs. BROWER. Oh, at least two-thirds.

COMMODITIES

Mr. TIPTON. I think we ought to have some indication of what commodities are given and in what quantities they are given. Will you please give us this information as of the 1st of January and as of the present time, and what a family of six and a family of three would be given?

Mrs. Brower. In January a family of six and a family of three received the same amount, as follows: 12 pounds of white flour, 3 pounds of prunes, 5 pounds of rolled oats, and 12 pounds of apples. At the present time a family of six receives 4 pounds of beans, 12 pounds of white flour, 3 pounds of prunes, and 10 pounds of grits. A family of three receives 2 pounds of beans, 12 pounds of white flour, 3 pounds of prunes, and 5 pounds of grits.

Miss Pascal. Thank you very much, Mrs. Brower, for this information.

TESTIMONY OF DR. GEORGE D. RUEHLE, HOMESTEAD, FLA., APRIL 21, 1942

Mr. Tipton. Dr. Ruehle, will you give your name and title?

Dr. Ruehle. George D. Ruehle, plant pathologist in charge, Subtropical Experiment Station, University of Florida, Homestead, Fla.

Mr. Tipton. We would like to know something about the soil composition here in south Dade County.

DADE COUNTY SOIL COMPOSITION

Dr. Ruehle. Well, we have two dominant soil types. The vegetable crops are produced mainly on what is known as the marl soil. Soil surveys for this section have not been completed yet and that soil hasn't an official classification or soil classification. Down here it is known as the calcareous marl. That is classified tentatively in Henderson's bulletin. The tentative name given to the marl soil in this bulletin is Perrine series. This bulletin is the University of Florida Agricultural Experiment Station Bulletin 33, entitled "The Soils of Florida." This marl soil is of varying depths, from a few inches to several feet, and it varies in calcium carbonate content from as low as 40 percent to as high as 95 percent, depending on the amount of organic matter present in it. In some places it runs into a fairly high organic content. We have some muck. In other places it runs into the sandy marls—when you get closer to Miami. It usually goes under water during the summer rainy season. Right now it is flooded after our recent heavy rain. Our other dominant soil type is what we call the Rockdale series, where the vegetation is predominately Caribbean pine and palmetto and there is very little real soil in this formation. It is mostly limerock, interspersed with some red clay, and as you get up toward Miami, you run into sand with the rock. Both of these soils are highly alkaline.

Miss Pascal. Is the marl soil in a particular area and the Rockdale series in another region or are they mixed up?

Dr. Ruehle. Well, they are mixed up. These marl soils are located in the prairie along the coast line but they will run into the rock soil in arms running into the Everglades. If you could look at this country from an airplane these arms, would appear as rivers running into this big marl prairie out here east of Homestead. Now, the Rockdale soils are used for cultivation of our fruit crops, such as the avocado, mango, citrus, and papaya and all the other fruit crops.

Some tomatoes are grown on this type of soil early in the season and a small acreage of peppers and squash and things of that sort, but the root crops, such as potatoes and carrots and so on, need the deeper marl soil.

Mr. TIPTON. What is the natural vegetation on the marl soil?

Dr. RUEHLE. Well, it is mostly grasses of various kinds and some of the small shrubs, like willows. Baccharis is one of the dominant plants, and myrtle. Some of these plants, of course, are not native here but brought in, introduced, escapes and so on.

FERTILIZATION

Mr. TIPTON. Has the marl soil much natural fertility?

Dr. RUEHLE. It has some where the organic content is rather high. Some of the marls that have considerable organic matter have quite a lot of nitrogen. Where you run into the pure marls, there is practically no fertility to it. You have to supply it through fertilizers.

Mr. TIPTON. And in the organic marl you have to supply other things besides nitrogen?

Dr. RUEHLE. Yes. You have to supply some nitrogen, too. Our heavy rains will leech out the nitrate nitrogen that happens to be present and then it takes a little time to break down and change over more to nitrate form.

Mr. TIPTON. Can you give us any estimate as to what percentage of the marl soil is of the type that requires the grower to supply nitrogen?

Dr. RUEHLE. I'm afraid I couldn't give you much of an estimate on that and it wouldn't be possible until they complete this survey. I understand there is a survey being made right now of this soil. Dr. Davis is doing some work on that for the State, I believe. Most of it would require some nitrogen and, I think, probably all of it will require some nitrates in order to make satisfactory crop growth.

Mr. TIPTON. Are fertilizer costs high in this region?

Dr. RUEHLE. Quite high; yes.

Mr. TIPTON. Can you give us an estimated per-acre cost for fertilizer?

Dr. RUEHLE. Well, first of all, I can tell you the amounts that are used. Of course, prices will vary depending on where it is purchased and what goes to make up the formula. We use about 1,500 pounds per acre of 4–8–5 analysis to grow our potatoes. Now that's about average. Some of the growers will use more than that; will go up to 2,600 pounds in some instances.

Mr. TIPTON. But this formula is pretty general?

Dr. RUEHLE. Pretty generally used; but there will be some variations. You understand, a grower goes to a dealer to buy fertilizer, and if he gets a little better price for a 3–8–8 formula he may use that.

Mr. TIPTON. This is for potatoes. How about tomatoes?

Dr. RUEHLE. Well, there is considerable variation in the amounts of fertilizer used on tomatoes. Some growers will produce their crop with as low as 1,200 pounds to the acre. Some will go up to 3,000 pounds to the acre, depending largely on whether they grow the tomatoes on the ground and don't stake or whether they prune and stake. Now staked tomatoes, of course, require more fertilizer because there are more plants set per acre and high amounts will be used, such as 3,000 pounds to the acre.

Miss PASCAL. What formula do you use for tomatoes?

Dr. RUEHLE. About the same as potatoes usually, but a higher amount of phosphoric acid is used, 4–10–5 or 4–9–5, something of that sort. The average, I would say, is about a ton to an acre, 2,000 pounds. Prices for that, of course, will vary with the amount of fertilizer that an operator uses. He can get a better price if he is a carload user, averaging around $30 or $35 a ton.

Mr. TIPTON. That variation will be partly on quantity and partly on formula?

Dr. RUEHLE. Yes, that's right. Some of the growers insist on using high-priced organics in their fertilizer. They have to pay a little more for that, of course.

Mr. TIPTON. How about beans?

Dr. RUEHLE. Fertilizers for beans will be less than for potatoes or tomatoes. Most of them use around 1,200 pounds to the acre and some of that is in the form of a side dressing of soluble nitrates. Usually 200 pounds of that amount will be a side dressing. Considerable variation exists there also.

Miss PASCAL. What type of marl soil do they have down in the area of the South Dade Farms?

Dr. RUEHLE. Well, the same variations exist there. You will find some of it is quite dark in color and has considerable organic matter in it. Other spots will be very light with practically no organic matter. This station has not made an analysis of the different soils out there. Most of the dark type is in the low areas, as you would expect, where there is an accumulation of organic matter and for that reason it is somewhat more hazardous to farm those soils because they are lower and more readily flooded by heavy rains.

WATER CONTROL

Mr. TIPTON. How about this flooding and water-control problem?

Dr. RUEHLE. The land is so low that the pressure of the ocean water plus the pressure of the Everglades drainage water creates a problem with regard to regulating the water table. It is difficult to get the water off the land by pumping. I know that, because we have drainage from this higher land down to the lowland. Right now you can see that on our Highlands farm. Right after this heavy rain the soil was flooded, I would say, to a depth of 3 or 4 inches, and a few days later it was over a foot deep down there, the water draining from the higher land down to the lower level. Now some of this land isn't very much above sea level.

Mr. TIPTON. Can you tell us about how far below the land surface the water table should be kept for potatoes and tomatoes and so on?

Dr. RUEHLE. Well, it should be, I would say, 2 or 3 feet below. It shouldn't come up higher than that or you will get into trouble, and probably around 4 feet would be most satisfactory.

Miss PASCAL. Does the water table have to be kept about the same level for all the crops grown down here, tomatoes, potatoes?

Dr. RUEHLE. You can have the water table closer to the surface for tomatoes. I don't believe they feed quite so deep in the soil. I know we plant tomatoes frequently when the water table is just a few inches below the surface, hoping that it is going to go down.

DECLINE IN TOMATO ACREAGE

Mr. TIPTON. I have some figures here from the Annual Fruit and Vegetable Report of the Florida State Marketing Bureau, which show a decline in the acreage of tomatoes harvested for sale from 12,000 acres in the 1938–39 season to 3,500 acres in the 1939–40 season and 6,000 acres in the 1940–41 season. Now, the figures for 1938–39 season seem to be about average for the preceding 5 years. Can you give us any indication as to why tomato acreage has declined in that way?

Dr. RUEHLE. We have had some disastrous seasons, and that's probably been the biggest factor. In the 1938–39 season, as I recall it, the price was rather low and that probably had something to do with the cut the following year. When we have these disastrous years, you know, there are not so many farmers wanting to go into the game the following year.

Mr. TIPTON. Does that mean that not as many farmers are farming the following year, or does it mean they shift to something else?

Dr. RUEHLE. Both are true. They shift to other things. We have had a considerable increase in bean acreage this last year and that has been going on 2 or 3 years. When I first came here in 1935 they were growing about a thousand acres of beans. Now they produce around 5,000 or 6,000 acres.

Mr. TIPTON. Are there any of those beans now being produced for canning purposes or are all for the fresh market?

Dr. RUEHLE. Some, I believe, went into the canning plants this year.

Mr. TIPTON. Canning plants in this region?

Dr. RUEHLE. No. They were hauled out of this region.

Mr. TIPTON. Do you know to where?

Dr. RUEHLE. No; I don't.

Mr. TIPTON. This decline in the tomato acreage, you would say, is partly due to the low prices in the 1938–39 season and partly due to disastrous weather conditions. Did I understand that correctly?

Dr. RUEHLE. Disastrous weather and disease. We have had this year an epidemic of bacterial spot, which is going to discourage the growers from growing tomatoes next year, particularly down in some of the marginal lands. I would say, down in the Highlands section and in the other low sections. I know, if I were a grower, I would be discouraged from farming down there. We have an experimental farm in that section and for the last 3 years we have had disastrous weather, which has terminated the experiments before they could be carried to completion, and the farmers down there have lost money. They have not made anything in that area during this period.

OTHER CROPS

Miss PASCAL. The Florida Marketing Bureau Report shows also that potato acreage has declined from a high of 8,000 acres in 1937–38 season to 7,000 acres, 6,000 acres, and 6,000 acres in the three following seasons. Now would you account for the decline in potato acreage?

Dr. RUEHLE. Well, again it was due to low prices and increase in costs of growing the crop due to increase in disease.

Miss Pascal. The principal vegetable crops around here have been, first, tomatoes and then beans and then potatoes. Isn't that true?

Dr. Ruehle. I would say first tomatoes, then potatoes, and now beans are just coming up and assuming considerable importance in this area.

Miss Pascal. How about other vegetable crops?. Has there been any success with lettuce down here?

Dr. Ruehle. Yes; but that's been variable and the lettuce acreage has never assumed very much importance. I think we had about 500 acres here 1 year and then it dropped. Last year wasn't such a good year, so some of the lettuce growers quit and went to something else. This year, I think, one man produced all of the lettuce. He had around 200 acres.

Miss Pascal. Was it successful?

Dr. Ruehle. Fairly so, on account of the high price. He didn't have a very good season; that is, the quality was just average, but the price was so good that he made some money on it.

Miss Pascal. What are the difficulties in growing lettuce?

Dr. Ruehle. Mainly a matter of temperatures, I believe. If the temperature gets too high then the heads don't fill out properly and you don't get a high quality head. If the temperature is in the medium range or average range for this section you get pretty good lettuce.

Miss Pascal. Have they been growing iceberg lettuce?

Dr. Ruehle. They are growing these new iceberg strains, 44 and 847 Imperial strains of lettuce.

Miss Pascal. Are any other new crops coming in here?

Dr. Ruehle. Well, they are producing quite a variety of mixed vegetables, such as carrots, turnips, beets, celery, and some of the spinach crops, like New Zealand spinach, are grown to some extent. There are a few market gardeners that supply local markets of Miami and also supply trucks going out of here for the northern markets.

Miss Pascal. Are these crops for mixed truckloads?

Dr. Ruehle. Yes, they are.

Mr. Tipton. Did those mixed truckloads go out largely through the State market?

Dr. Ruehle. I can't answer that. I know some of them go by truck, some of them go through the markets, some are hauled to Miami and sold up there on the market. We have one grower there that had around 200 acres of mixed vegetables this year. He grew quite a variety of stuff—lima beans, cabbage—he had 70 acres of carrots and other things as well.

DECLINE IN "SUITCASE" FARMING

Mr. Tipton. Do you anticipate that in the future any of these new crops that are being introduced will, for any reason, become major crops? Is there a likelihood that the major agriculture in the future will be more diversified?

Dr. Ruehle. I think there is a definite tendency in that direction. I believe there will be more diversification. We are having a lot of growers come in here and make this their home, where formerly they just came down and rented a piece of ground and farmed and then possibly went back up North somewhere to farm up there in the summer. There are more of them coming down here and making this their permanent home.

Mr. Tipton. So that the percentage of so-called suitcase farmers is declining?

Dr. Ruehle. I believe so; yes. I think the potato acreage is going to be stabilized at about 5,000 or 6,000 acres. Those that are in it now will probably remain in it, outfits like the F. C. Peters concern at Goulds. I think they are in it to stay.

Mr. Tipton. The potatoes grown here are entirely for the new potato market; are they not?

Dr. Ruehle. They are not stored. They are sold soon after harvest. There are a few that go into storage for possibly 30 or 60 days or so.

Mr. Tipton. But they can't be kept over considerable periods. Is that right?

Dr. Ruehle. I don't know about that. We have kept them successfully for 3 or 4 months here but, you see, you get into competition then with new potatoes coming in from other sections and there would be no object in holding them longer than possibly 30 or 60 days. Most of them are sold at once.

Mr. Tipton. I wonder if you can give us any estimates on the per acre cost of water control.

Dr. Ruehle. I am unable to say as to that. Have you talked to the south Dade farms?

Mr. Tipton. We are going there. We have an appointment with Mr. Sottile.

Dr. Ruehle. Well, of course, they have had experience and know what it costs to pump that water out.

Mr. Tipton. How about the per acre costs of preparing land for cultivation?

Dr. Ruehle. That is very low. On the marl it is just put under the plow without much previous preparation. The total cost of growing potatoes is about $145 per acre.

Mr. Tipton. That would include the original breaking up of the land?

Mr. Ruehle. Yes. There is nothing much to clearing this land, breaking it up.

Mr. Tipton. Can you give us an idea of how south Dade County compares, from the standpoint of cost of production, with the Glades, for example, and with other competing areas in other States?

Dr. Ruehle. I would expect it would be higher here on account of the high fertilizer costs. Outside of that, I don't believe it is any higher.

Miss Pascal. How much does this land sell for down here?

Dr. Ruehle. Good potato land will sell for around $100 an acre.

Mr. Tipton. That's under water control?

POOR WATER-CONTROL SYSTEMS

Dr. Ruehle. Well, under partial water control. I don't consider this as water control here, for we can't stabilize our water table in the same way they do up at the lake. You see they can really hold it pretty close up there.

Mr. Tipton. How about the south Dade farms?

Dr. Ruehle. It helps but it isn't control against these tremendous rains such as we had the other day.

Miss Pascal. How about the farmers who grow on other lands besides the south Dade farms. I suppose some of them are on higher land that is fairly well drained? How about the farmers on lower lands? Do they have any individual system of water control?

Dr. Ruehle. No; I think a good example of that is the Highlands section. We have absolutely no control of the water down there. We are at the mercy of the elements.

Miss Pascal. Where is the Highlands section?

Dr. Ruehle. That is below Florida City, toward Royal Palm Park. Ditches are dug in there but the land is so flat there doesn't seem to be any place for the water to get off. It goes off slowly and then the drainage from the higher grounds keeps the level up for a long time when we have one of these flooding rains. We had about 9 inches here at the station last week and that water isn't off of our Highlands farm yet. Of course, it has gone off here, but it is draining down to those lower Glades.

Miss Pascal. Do you think there will be much extension of farm lands in the future? Would it be necessary to provide new water-control systems for lower lands in order to increase acreage?

Dr. Ruehle. It will be necessary to provide better water control if there is much expansion in that direction down south of here because that is pretty hazardous right now.

Miss Pascal. How about other parts in the southern part of the county?

Dr. Ruehle. Well, there is a lot of land out there west and north of Miami which could be used if it wasn't so cold. I don't know what is going to happen to that section, or if they are going to be able to do anything or not in the way of winter vegetables. It is a little bit cold out there. Do you know where the Hagerty farms are located?

Mr. Tipton. No.

Dr. Ruehle. That's out in that section and they have been fairly successful there during the last 2 years. They haven't been there longer than that. If they can control the water table out there I believe they can do something in the way of farming.

FUTURE DEVELOPMENT

Mr. Tipton. The committee is, of course, studying problems of migration and is interested in the possible area of future agricultural development. What would be your estimate of the agricultural possibilities for south Dade County?

Dr. Ruehle. Well, we haven't talked much about fruit. I think we can expand our avocado acreage 100 percent slowly. It would have to be a slow expansion, of course, as the market can take more avocados, and we can look for some expansion in lime growing down here. Perhaps limes and papaya growing. That's taking a little boom right now as you perhaps know and some day, if we develop a good variety of mangoes, we will have a mango industry in this section.

Mr. Tipton. Is marl soil well adapted to these fruits?

Dr. Ruehle. No; they are produced up on the rock soil. Flooding of the marl soil during the rainy season is prohibitive for growing of tree crops.

Mr. Tipton. How about the vegetable crops, what future do you see there?

Dr. Ruehle. Well, I think we will also be growing quite a quantity of vegetables in this section because we have the advantage of freedom from frost down here. I don't know what form that's going to take. I know we are going to produce potatoes here every year unless something unforeseen happens and there will also be some tomatoes produced here. Outfits like the International Fruit Corporation intend to remain in the tomato business because they have a big investment in that field and I expect there will also be some increase in production of mixed vegetables for local markets. Miami certainly will grow, probably double her present size in the next 20 years and that will take a lot of vegetables.

CANNING INDUSTRY

Mr. Tipton. Do you see any possibility of the establishment of a canning industry down here?

Dr. Ruehle. Yes; I think there is a good field there. I don't believe that we should go in much for canning tomatoes because our type of tomato isn't suitable for canning. The type of tomato produced in the northern States is much more desirable for canning than the tomato we grow here.

Mr. Tipton. Why is that?

Dr. Ruehle. It is largely a matter of variety. We can't grow the northern varieties so successfully. Dr. Anderson has been testing tomato varieties in this area the past year. He has tried out some 42 different varieties that have proved successful in other States and we find that not more than 6 or 8 of those are adapted to this section. Even those don't reach the perfection for canning that they would in the North.

Mr. Tipton. What crops do you think can be canned?

Dr. Ruehle. Beans for one. They grow an excellent quality of bean and there is a place down here also for a grapefruit cannery. Right now they are shipping or trucking out most of our grapefruit crop to canneries located in Tampa, Lake Garfield, and putting it up there, either as juice or grapefruit hearts. I think there are enough produced down here to put in a small cannery.

Mr. Tipton. How about lima beans and things of that kind?

Dr. Ruehle. This doesn't look like a lima bean country to me. The temperature is too uncertain.

Miss Pascal. Can you grow beans at low enough cost here to can them?

Dr. Ruehle. I think so; yes.

Mr. Tipton. Would there by anything else besides beans that you could mention that would support a canned-vegetable industry? Spinach?

Dr. Ruehle. I don't believe so. I haven't seen enough spinach grown here. You know, these crops will do well in small patches, but when you get to expanding the acreage you run into diseases and insect troubles you don't have if you have just a few small farms devoted to them. I would hesitate to say.

INCREASE IN LAND OWNERSHIP

Mr. Tipton. You mentioned awhile ago that the number of farmers who are making their homes down here is on the increase and we saw in the Extension Division's study, entitled "Economic Study of White Potatoes in South Dade County," a statement to the effect that there was a tendency here for farmers to buy potato lands rather than to rent them.

Dr. Ruehle. That's right.

Mr. Tipton. How would you account for that?

Dr. Ruehle. Well, I think that is simply a result of growing confidence in some of these growers in their ability to continue farming successfully in this area. That's all.

Mr. Tipton. These people who are now making their homes down here, are they the same people who formerly came down here only part of the year or is this largely a new group that is coming and settling down?

Dr. Ruehle. Well, I have been here since 1935 and I know quite a number of instances where, when I came here, these growers were just, you might say, "suitcase" farmers and who are now established here. Some of them even have packing houses—really went into it in a large way and intend to remain in it. We haven't had many new faces amongst our potato and tomato farmers in the last few years.

DISEASE CONTROL

Mr. Tipton. To come back to this matter of disease, I wonder if you could tell us briefly what are the major diseases and pests and what control methods can be used and to what extent the costs of growing are increased because of diseases?

Dr. Ruehle. Starting with potatoes, we now have late blight as an annual affair and it is necessary now to follow a complete spraying or dusting program with copper fungicides for its control. That has increased the cost of production probably $25 an acre. Then we are having an increase in wireworm population in the soil. We are working on that problem and possibly will be able to solve it by soil management techniques rather than by direct control. There is some indication that, by placing our land under fallow for a time and then planting a suitable cover crop, we can keep them down. We also have a problem of aphis on potatoes and also Diabrotica beetles. Other diseases that causes trouble some years might include virus and blackleg and ring rot. These are really not our problems. They are the problems of the potato-seed producer. In other words, the certification programs of the northern States that produce the seed should eliminate these troubles. If they will get rid of those diseases up there, we won't have them here because we ship our seed in from northern seed-producing areas and such diseases are seed borne.

Miss Pascal. You don't use any seed potatoes produced down here? Where do they come from principally?

Dr. Ruehle. Principally North Dakota, Maine, and the eastern Canadian provinces.

Mr. TIPTON. Now this estimate you gave us of $25 an acre for disease control for potatoes, is that about an average?

Dr. RUEHLE. That's what they should spend but they don't all do it.

Mr. TIPTON. That's pretty general over the whole region?

Dr. RUEHLE. Most of them, or I would say all of them, now are either spraying or dusting for disease control as a regular practice.

Mr. TIPTON. Are the costs for disease control in growing potatoes less if a grower shifts from one piece of land to another? Does the land get infested, in other words?

Dr. RUEHLE. That would be true with regard to wireworms but not late blight, because our area is so congested down here, if the disease gets into the district it soon becomes general.

Mr. TIPTON. But there would be a very tangible advantage to shifting as far as wireworms are concerned?

Dr. RUEHLE. Yes, if wireworms get in, it is difficult to grow any of the root crops, of course, because they will attack carrots and tomatoes also.

Mr. TIPTON. We have been told that is one of the reasons why some growers have been hesitant to buy rather than rent.

Dr. RUEHLE. At the present time, yes. Now, most of this buying was done 2 or 3 years ago when wireworms were not much of a problem and right now I don't imagine anyone would want to buy a piece of ground where wireworms were known to be present.

Mr. TIPTON. But you think that you people are solving that wireworm problem?

Dr. RUEHLE. Well, we are finding out the details of the life history of the insect and I believe we can handle it here better than they can in other sections where the life history is, say, of 3 years' duration. Down here it is a 12 months' proposition and we can get after the insect during the most vulnerable part of its life cycle, just after the potato crop is harvested. You see, right now the insect is emerging as an adult and, if we can discourage the adults from laying their eggs on the potato land by some method of cover cropping or fallowing, we can pretty well control it.

CLIMATE

Miss PASCAL. I wonder if you would tell us something about the climate down here? You have a fairly even temperature as compared to the Glades, haven't you?

Dr. RUEHLE. You mean compared to around Belle Glade?

Miss PASCAL. Yes.

Dr. RUEHLE. We froze out last year but we have about the same variations; a cold spell, if they have one, we have one down here also. We have more variations of temperature here than in Miami. Sometimes we will have a frost here—a serious frost—when they don't even have a frost at all in the Miami section.

Miss PASCAL. Have you lost many crops in the past few years?

Dr. RUEHLE. We have never lost a whole crop. Sometimes we have lost the late planting of tomatoes or plantings of beans, but the growers seldom lost their entire planting because they plant successively through the season.

Miss PASCAL. How about potatoes?

Dr. RUEHLE. Never had serious damage to potatoes from frost. We have had slight damage at times.

Miss Pascal. I wondered about that because I read in one of the State agriculture department publications that, although the Belle Glade region has a cold period during the winter, down here you seldom have any losses from freezing. Perhaps that was just referring to potatoes.

Dr. Ruehle. Well, we had some damage last year. On March 2 we had a 26½° temperature at our weather station and about 28° in the Glades. That killed out our tomatoes, but at that time of the year the main crop of tomatoes had already been harvested. It was only the late planting down in this low Highlands section that was seriously damaged. Frequently, on the other hand, they—at Belle Glade—lose their bean crop. I have seen them up there, the night of the frost, when they realized they had lost their crop, start in planting before sunup, putting in new seeds.

Miss Pascal. How about losses from floods?

Dr. Ruehle. Well, this year we have lost about 1,300 or 1,400 acres of tomatoes from this last heavy rain. We don't seem to have as much loss from that as they do up around Pompano and Dania. They had a very bad flood this winter. I believe they also had a drown-out earlier in the season.

Mr. Tipton. When is your bean season down here, Dr. Ruehle?

Dr. Ruehle. Most of them come off in December and January; not much earlier or later than that.

Mr. Tipton. Then you don't have a spring bean crop as in the Glades?

Mr. Ruehle. No.

Miss Pascal. How about celery? Does celery do well down here? Is there any future for celery?

Dr. Ruehle. We have produced some excellent celery in this section, but it has never reached a high acreage. I think they can produce it much cheaper at the Lake. The green Pascal celery up there produces very heavy crops at low cost. Therefore, they have a distinct advantage over us.

Mr. Tipton. We certainly appreciate your time and information very much. We are sure it is going to be very helpful to the committee.

TESTIMONY OF LUTHER L. CHANDLER, GOULDS, FLA., APRIL 22, 1942

Mr. Tipton. Will you please give your name, address, occupation, and any official position you hold.

Mr. Chandler. L. L. Chandler, Goulds, Fla. I am president of Goulds Growers, Inc., chairman of the agricultural division of the Dade County Defense Council, chairman of the U. S. D. A. War Board, chairman of the soil conservation committee of the A. A. A. I have personally produced, packed, and shipped about 700 to 1,000 acres yearly of tomatoes, Irish potatoes, other vegetables, citrus, and avocados. I have engaged in such business since childhood, having moved to south Florida in 1906. I have had to do with, and understand the requirements of, agriculture so far as labor is concerned, both in production and in packing and shipping. I am well acquainted with the general farming area in south Florida, being associated with various operations in the producing areas covering south Florida.

Miss PASCAL. When we were down here early in January, there was a great deal of concern over the fact that there didn't seem to be an adequate supply of labor and the growers felt this would become acute as the season went on. Now that the season is almost over, I wonder if you could give us an estimate of how things worked out.

Mr. CHANDLER. The situation, in regard to this particular season just ended, was not normal in the respect that weather hazards curtailed the operations in cutting down volume of shipments, which naturally affected volume of harvesting. There was never a full crop harvested, so far as the area generally is concerned.

REQUESTS FOR IMPORTATION OF BAHAMIANS

Miss PASCAL. Do you mean just the south Dade County area?

Mr. CHANDLER. I mean the south Florida area. It did not have as desperate a shortage of labor as we had anticipated. The estimate for labor required to cover the south Florida farming situation did not develop as actually necessary, even under the conditions as did exist, with not much more than 50 percent of crops shipped from day to day, except at certain particular peaks. It did develop, however, a sufficient labor shortage, on that basis, to be acute. Had the crops fully materialized as to yield, what this area would have done for farm labor and packing house labor, I do not know. As it was, every able-bodied person in the entire area was solicited and used if they would work. Efforts were made by individuals to recruit labor from other sections, particularly in north Florida and in Georgia, with some solicitation in Alabama. The larger farmers spent quite some money along these lines. Every possible laborer was procured in this manner. The farmers in this area asked the proper departments in Washington to lift immigration restrictions and permit Bahama Island Negro labor to come into this area, but this request, after consideration, was denied.

Miss PASCAL. Who made that request?

Mr. CHANDLER. I made it.

Miss PASCAL. As chairman of the agricultural division of the Defense Council?

Mr. CHANDLER. I don't remember which one I used, probably all of them. Other individual farmers backed me up; contacted, as is the usual procedure, their Congressmen and Senators. In years gone by, before the enactment of the more stringent immigration laws, there was a general practice of Negroes from the Bahama Islands coming into the lower or southern part of Florida, working for awhile and, in general, returning home. Naturally, there was a percentage who remained or failed to return home when they were supposed to go. With the advantages of transportation, the farmers in this area learned to import labor from domestic areas, as I have said. This practice, together with those who wanted to come anyway, fairly well supplied the demands for labor in this area. In the summer of 1941, representing farm groups in this area, I requested that the immigration restrictions be lifted to permit the entry of Bahamian labor for a 90- to 120-day period. It was found that, if all the details concerning each man imported from those Islands could be procured, by the posting of a $500 bond for each man it was possible to import this labor. This is an impractical procedure for the average farmer, who is neither in position to follow that procedure nor to furnish the bond required.

The immigration department investigated this matter and, as a result of this investigation, together with the situation becoming more acute, the Federal Employment Service came into the picture and have assisted us during the present season to the fullest extent possible. A continuation of the matter of importing labor from the Bahama Islands was requested and I was in contact with certain individuals in Nassau, capital of the Bahama Islands, and those individuals requested the Bahama Islands Government to see if a proper request from that Government to our Government would ease up these restrictions. There were the usual reasons given which anyone would use under the circumstances. What has become of this move on the part of the Bahama Islands Government, I do not know. A short time ago I received from the immigration department the statement that, for the time being at least, the request for this permission was denied, and the matter closed.

There are many thousands of Negroes living in the Bahama Islands who have their business of catching or fishing for fish, sponge, and so forth curtailed or completely closed on account of the war situation affecting not only their business but transportation to the Bahama Islands. It appears there is a real problem in those Islands of supporting and taking care of the population. I believe it would be a very fine thing for those people if they were permitted to enter this country as agriculture laborers, certainly unskilled, but at least usable for the common farm labor, and solve our problem of labor shortage in this particular section. It would be impossible, however, for each farmer to maintain a strict control over such labor entering from the Bahama Islands as to where he stayed and whether or not he returned properly at the expiration of the period granted which permitted him to enter the country. Negroes naturally move from one Negro settlement to another and the actual operations of each individual farmer are of such nature that the requirement for labor varies from day to day and, unless these men were placed under lock and key, so to speak, the average farmer would have no way of seeing to it that such men returned when their period permitting them to enter the country had expired. I will be glad to provide you with copies of the correspondence I have had in this matter.

Mr. Tipton. Thank you. They will go into the record at this point.

September 9, 1941.

Hon. Pat Cannon,
Member House of Representatives,
Washington, D. C.

Dear Congressman: Relative to the idea of permitting Negro farm labor from the Bahama Islands to enter this country under a waiver of the immigration laws and under a special permit, I wish to say that I have checked with several of the larger operators. The circumstances are as follows:

Only yesterday the planting of cane for sugar, beets, etc., became unrestricted. That means a larger operation in the Everglades for sugar.

The various Government projects, together with private industry, and induction into the Army, has taken up the slack, and in the opinion of every one of us, will cause a shortage of farm labor during the coming season.

On the other hand, the much higher rate of wage paid on Government work is naturally an inducement to the domestic labor which ordinarily is used for farm labor and we farmers simply cannot pay that rate of wage even though labor were plentiful. Arrangements should be made if possible that will permit labor to enter this country beginning about November 1st or 15th, extending through and until the 1st day of May.

Eight to ten thousand farm laborers should come into this section from somewhere about that time of season in order to assist in the harvesting of crops, etc. We do not anticipate over two to three thousand coming in. The requirements for the South for the vegetable-producing areas of the State should permit a minimum of from three to four thousand men and undoubtedly five or six thousand should come or be available for that period of time. This is the concensus of opinion of those I have talked to. Some of the individuals insist the figures should be ten thousand but the more conservative ones do not believe that quite that large a number would be required.

I therefore suggest that you proceed on the figure of from five to six thousand at the present time, determine from the State Department what is necessary to procure this arrangement, and as the situation develops further, this arrangement could either be reduced or stepped up.

Thank you very much for your assistance in this matter.

Yours very truly,

L. L. CHANDLER.

LLC:B.

UNITED STATES DEPARTMENT OF JUSTICE,
IMMIGRATION AND NATURALIZATION SERVICE,
Washington, October 8, 1941.

Mr. L. L. CHANDLER,
President, Goulds Growers, Inc.,
Goulds, Fla.

MY DEAR MR. CHANDLER: Reference is made to your letter directed to the Honorable Pat Cannon, House of Representatives, Washington, D. C., relative to the importation of labor from the Bahama Islands to assist in harvesting crops in the State of Florida and referred to this Department for consideration.

You are advised that in order to import alien labor for employment in the United States it is necessary that the petitioning association execute an application requesting such permission in accordance with the enclosed instructions. The application should also contain the names of the aliens, their place and date of birth, nationality, citizenship, and last permanent residence. If it is not convenient to enclose this information in the application, it should be prepared for presentation to the officials of this Service at the aliens' port of entry.

This application, in affidavit form, should be directed to this Department through the District office, Immigration and Naturalization Service, Jacksonville, Fla.

Sincerely yours,

LEMUEL B. SCHOFIELD,
Special Assistant to the Attorney General.
By [Signature] A. C. DEVANY,
Chief Examiner, Legal Branch.

Enc.

UNITED STATES DEPARTMENT OF JUSTICE, IMMIGRATION AND NATURALIZATION SERVICE, WASHINGTON

RULE 9—ALIEN CONTRACT LABORERS

Subdivision A.—Contract laborers defined.

Paragraph 1. Contract laborers are aliens "who have been induced, assisted, encouraged, or solicited to migrate to this country by offers or promises of employment, whether such offers or promises are true or false, or in consequence of agreements, oral, written or printed, express or implied, to perform labor in this country of any kind, skilled or unskilled," or "persons who have come in consequence of advertisements for laborers, printed, published, or distributed in a foreign country," section 3 of the act of February 5, 1917.

Subdivision B.—Classes exempted.

Paragraph 1. Aliens falling within the foregoing definitions may be admitted to the United States, however, upon presenting satisfactory evidence that they are—

(a) Professional actor or artist, provided that an instrumental musician to be classified as an actor or artist must establish that he is (1) of distinguished merit and ability as an instrumental musician or is a member of a musical organization of distinguished merit and is applying for admission as such and (2) his professional engagements (or, if the exemption is claimed on account of membership in an organization, the professional engagements of such organization) within the United States are of a character requiring superior talent.

(b) Professional lecturers.
(c) Professional singers.
(d) Professional nurses.
(e) Ministers of any religious denomination.
(f) Professors for colleges or seminaries.
(g) Persons belonging to any recognized learned profession.
(h) Persons employed as domestic servants.[1]
(i) Otherwise admissible skilled labor, if labor of like kind unemployed cannot be found in this country and the Secretary has granted permission in advance of the migration of such skilled laborers for their importations.
(j) Exhibitors and employees of fairs and expositions authorized by Congress.

Subdivision C.—Application to import skilled labor.

Paragraph 1. Applications for permission to import otherwise admissible skilled labor in accordance with paragraph 1 (i) of subdivision B hereof shall be submitted by the person, company, or corporation seeking such privilege to the immigration official in charge of the district within which it is proposed to employ such skilled labor. The application shall be in the form of an affidavit, drawn in triplicate, and shall state clearly all facts and circumstances material to the case, including (a) the number and sex of the persons whom the applicant desires to import, (b) a nontechnical description of the work which it is intended they shall perform, (c) whether the industry is already established or is new in the United States, (d) the approximate length of time required for one to become skilled in the trade, (e) the wages paid and hours of labor required, (f) whether or not a strike exists or is threatened among applicant's employees or there is a lockout against such employees, (g) what city or cities, if any, constitute the center of the trade in this country, (h) whether or not there are any journals specially devoted to the industry, and (i) the nature of the efforts, if any, made to secure the desired labor in the United States and the results of such efforts. The application shall be supported by such affidavits (also in triplicate) as the applicant can furnish. The applicant shall also furnish or agree to furnish at a later date the names, ages, nationality, and last permanent foreign residence of the aliens whom he desires to import, and the name of the port at which and of the vessel by which they will arrive, and the date of the proposed arrival.

(Note.—Generally speaking, persons destined to prearranged employment in the United States are subject to exclusion by the contract labor provisions of the immigration laws. An alien exempt from the excluding provisions of the contract labor clause, either by reason of his inclusion in a class to which such clause does not apply, or by reason of advance permission having been granted for his importation, is still required to comply with all the other requirements of the immigration laws, including the necessity for the presentation of an appropriate visa issued by an American consul in some foreign territory. If, and when, an application for the importation of an alien is accorded favorable consideration by this Department, the Department of State, which has jurisdiction over the American consuls abroad, is notified, in order that appropriate instructions may issue to the American consul to whom application will be made for an appropriate visa. This service does not supply form of affidavit to be used in executing an application for the importation of skilled labor.)

File No. — JHN:aef
56078/477
October 23, 1941.

Mr. Lemuel B. Schofield,
Special Assistant to the Attorney General,
Immigration and Naturalization, Washington, D. C.

Dear Mr. Schofield: I have been studying over the letter of October 8 relative to the importation of labor from the Bahama Islands to assist in harvesting vegetable crops in the State of Florida. I have gone very carefully over the instructions contained as a part of that letter, and I frankly think I am wasting your time and no doubt, mine, concerning this subject because it would be utterly impossible for me to furnish you the names of the Negroes coming from the Bahama Islands together with the other information desired. Let me explain the situation, and you will see the position we are in here.

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[1] Among those regarded as domestic servants are valets, ladies' maids, and children's nurses.

A large acreage of vegetables are planted in the southern part of the State of Florida. They are grown during the fall and winter months with harvesting extending into the spring months. During the summer months and under normal conditions, the labor, principally Negro, which comes here from the northern part of this State and principally other Southern States during the winter months, leave here and find work elsewhere. These vegetable crops are not successfully grown during those summer months or else they are grown cheaper farther north and cannot be successfully produced here.

We have had no serious difficulty as to our labor until recently. Government work, this selective-service draft act, together with private business, has absorbed a great number of those who would normally come here to do this fruit and vegetable work.

Years ago, before it was against the law to do so, great numbers of Negroes from the Bahama Islands came into this country during the harvesting season, helped harvest these crops, and the majority of them went home.

Now, speaking in behalf of the farmers in this area, it was our idea that during this emergency situation these men could be permitted to enter this country, because there just isn't enough men to go around and take care of all private as well as public industry, in addition to those drafted for military service. There would, of necessity, have to be several thousand of these brought into this country. For us to furnish the information desired in the case of each one would be a physical impossibility.

I don't see how any legitimate objections could be had to letting these Nassau or Bahama Island Negroes, as they are known, come over here and do this work for American citizens when there are not enough domestic farm laborers to go around and take care of the work, regardless of the wages paid. It is my understanding there are large numbers of Negroes in the Bahama Islands who would like to come over here and work for the normal farm wage which we pay. It would not be expected that they would engage in, or be employed on Government work at the higher rate of pay which we farmers cannot pay. We realize there are complications that involve themselves in this question, but the cold fact remains yet that the domestic or Florida producer, already harassed and suffering from severe competition with foreign-produced vegetables where cheaper labor rate prevails, now finds himself curtailed and cut off from sufficient labor to harvest his normal crops because of unusual conditions or excessive labor rates which are conditions we cannot control. We understand that thousands of these Negroes in the Bahama Islands are without employment, and it would really be a favor to them if permitted to simply fill in the slack, created by the unusual conditions, and certainly would be a great boon to the agricultural producer in south Florida, who, because of seasonal work and conditions entirely beyond his control, cannot at this moment feel secure in planting a normal crop and know where the labor is going to come from to harvest it.

We realize, of course, that our request is unusual and the Government has not permitted for many years the importation of foreign labor. We realize, further, that certain groups and organizations in the country are opposed to importing any foreign labor, but when the labor supply simply does not exist in our territory to take care of us and just across the Gulf Stream there does exist an ample supply of labor who would like to come, then naturally we farmers wonder why it can't be done, and we feel the situation unjust and unduly penalizing to us when it can't be done.

Speaking for the farmers in this area, I would be very glad indeed to have you go further into this subject in full detail and let's explore the possibilities of relieving our difficulty. We shall appreciate very much your consideration and assistance in the matter.

Yours very truly,

L. L. CHANDLER,
President, Goulds Growers, Inc.

LLC:t
Copy—Pat Cannon.

CHAMBERS, NASSAU, BAHAMAS,
January 20, 1942.

LUTHER L. CHANDLER, Esq.,
Goulds, Florida, United States of America.

DEAR MR. CHANDLER: I would appreciate any information which you can give me with reference to the probability of Bahamian labourers being allowed to come to Florida to work on the farms there. I was told the other day that Florida wants 5,000 labourers and that the planters in Florida were trying to obtain permission to employ labourers from the Bahama Islands. In my opinion a number of Bahamian labourers would welcome the opportunity of coming to Florida to work.

In the war 1914–18 a great many Bahamian labourers went to Charleston, S. C., to work in the shipbuilding yards.

Any information you can give me with reference to wages and the terms of employment, etc., will be appreciated.

With your approval I will submit your reply to the proper local authorities.

With kind regards.

Yours sincerely,

HARRY P. SANDS.

JANUARY 26, 1942.

Mr. HARRY P. SANDS,
Chambers, Nassau, Bahama Islands.

DEAR MR. SANDS: I appreciate your letter of January 20 relative to the labor situation. I have been working since early last summer trying to get the United States Government to permit the entry of farm labor from the Bahama Islands.

In years gone by, many of them came to this section of the country and while that class of labor was not always satisfactory since those people had been raised on boats and sometimes understood fishing, sponging, etc., better than they did farming, nevertheless, they filled a purpose in coming here. Time passed on and this Government placed a limited quota upon how many people could come into this country, and of course from the Bahama Islands the quota was very low comparatively speaking.

During the period between World War I and this new war, we had worked out a fairly good program of getting labor during the winter months from the nearer Southern States, at which season of the year there was a surplus of labor for this work usually available. On such occasions when the crops in south Florida all came in at one time we would have trouble finding enough labor but somehow we worked it out.

When our national defense program was instituted and the Government began paying much higher wages for all defense activities, then the farmers couldn't compete with these wages and we began to see trouble ahead. So, in conjunction with several other farmers, I applied to Congressman Cannon from this district and our two United States Senators, pointing out that here was something our Government could do for us. I did not meet with any success to begin with; however, Congressman Cannon really did the best he could. He was referred from the State Department to the Department of Justice who have a department handling this sort of thing in conjunction with the Treasury Department.

As a result of Congressman Cannon's investigation and efforts, various governmental departments investigated the need for farm labor in this area and were to report back to the authorities in Washington their findings.

They pointed out, in the meantime, that only certain classifications of labor could enter this country in limited numbers and that for all other purposes labor could be imported for usually 90 days at a time and there must be posted either by the person entering or by the employer desiring his services a bond of $500 which bond would be forfeited if, at the end of the period, the man did not return to his home country as he was supposed to do. Also, the man's name, qualifications, and much detailed information must be furnished. This, of course, makes an impossible situation for we farmers as the average colored man from Nassau, upon entering this country, can easily wander off and be impossible to find at the end of his period and one would thus lose a far greater amount in bond than the man had been worth by being here to work for the farmer.

Back in the days when they could enter without bond for specified lengths of time there were many who did just that. Our Government is quite sympathetic to the demands for farm labor in this area. They have set up a Government employment agency and have now established in Miami and Homestead an office along with offices scattered over the balance of the country and they are making every effort to locate and bring domestic labor to this section to handle our problems.

Of course, a complication in this whole thing is that our vegetable crops are hazardous and we cannot guarantee that on a given day we will need any men. Just last week a large area of vegetable production was drowned out. That, I am told, released two or three thousand farm laborers and until that crop is replaced with another then our situation isn't quite as desperate as it was.

In a general way, I am told that 12 or 15 million surplus laborers entered this country prior to the passage and enforcement of this immigration measure and of course this gives the labor unions in this country a terrific argument that foreign labor should not be imported. From a total major standpoint, I can understand this situation, but it so happens that the man from Nassau or the Bahama Islands, coming here to work as a farm laborer, is willing to take a labor scale of pay and do work that the average skilled American laborer won't touch under any conditions. The average Bahama citizen coming over here is not a skilled laborer. Again, he is willing to stay in houses or shelters or much less accommodation than the skilled American laborer, either white or black will do.

Then, again, the most of the people from your islands are glad, at the end of the season, to take their savings and return home, and therefore do not become a charge upon this Government.

I am trying to give you the whole story as it has been given to me and doubtless I am giving you some details which you already know or which might be useless.

Some time ago, a large railroad company in Texas, Arizona, and New Mexico, finding themselves short of labor requested the Government for permission to import 30,000 Mexicans to work on their railroads. They were denied this request. After quite a large effort had been made by them to get this permission, they were told that the labor unions violently opposed this move claiming there was enough domestic labor that could be moved into that area.

Our Government has, through the Farm Security Administration, built large numbers of houses which they call migratory camps which are well equipped and which are rented to migratory labor, both white and black at a very small rental. This is a good move and will help to take care of our situation but it does not immediately take care of us.

Right now, the farm laborer unskilled receives as lowest rate of pay $2 per day.

I frankly do not believe that the United States Government is going to permit the importation of this labor. They might come to it and permit it next year if and when circumstances prove definitely that labor cannot be had from any other source. I have the feeling that it would not hurt at all but would do a lot of good if proper officials from Nassau were to write the proper governmental officials in Washington indicating that there are people in the Bahama Islands who need employment and that only those with good records would be permitted to come over here, etc.

I think we are too near the end of this particular season to have time left in which red tape could be adjusted to do any good but as I see this situation, certainly next season the general farm labor situation will be much more acute than it now is. Just who should be written to in Washington I am not positive of course, but no doubt your people in Nassau are well acquainted with the procedure and through which channels such a statement should be done.

A number of farmers in this area have already requested that such permission be given and have indicated that we would need or could use up to 5,000.

I believe this is about all I know on the subject. I appreciate your contacting me and I will be glad to help in every reasonable way to see that this situation is worked out because I honestly do not believe there will be domestic labor in sufficient numbers here in Florida to take care of the situation.

Yours very truly,

L. L. CHANDLER.

P. S.—Upon looking over your letter, let me be a little more specific about wages, terms of employment, etc. Common farm labor is now receiving $2 per day with truck drivers, tractor drivers, spray men, receiving upward. Contract bean pickers receive 25 cents upward per bushel of beans, earning $3 and $4 per day. The term of employment would be for the length of the growing and harvesting season, which season extends from in the fall through usually the 1st of May or June.

United States Department of Justice,
Immigration and Naturalization Service,
Miami, Fla., January 26, 1942.

Mr. L. L. Chandler,
President, Goulds Growers, Inc.
Goulds, Fla.

Dear Sir: We are in receipt of a letter from Mr. J. H. Callahan, Jr., manager of the Florida State Employment Service, dated December 20, 1941, in which he advises us that a representative of his office met with a farming group in the agricultural area in the south end of Dade County. It is understood these meetings were called by the Labor Committee of the Land Use Planning Council. It is further understood that the question of importing Bahamian Negroes for the purpose of agricultural work during this season was discussed at length, and that the idea was abandoned.

Will you please advise if you are still interested in making application for the importation of this farm labor, or whether you have withdrawn your application. Please advise immediately, as this office is continuing its investigation with a view of making appropriate recommendation to our Department in Washington. Please advise immediately.

Very truly yours,

Francis J. H. Dever,
Inspector in Charge.

Chambers, Nassau, Bahamas,
February 2, 1942.

L. L. Chandler, Esq.,
President, Goulds Growers, Inc.,
Goulds, Fla.

Dear Mr. Chandler: I have to thank you for your letter of the 26th January last with reference to the employment of Bahamian laborers in Florida. I have submitted your letter to the honorable the Colonial Secretary for his information. If you can assist in obtaining permission for Bahamian laborers to come to Florida kindly let me know.

Yours very truly,

Harry P. Sands.

February 5, 1942.

Re File No. 1006–59.

Mr. Francis J. H. Dever,
United States Department of Justice,
Immigration and Naturalization Service,
Miami, Fla.

Dear Mr. Dever: I apologize for not answering your letter of January 26 sooner. I have been running in and out of my office and we nearly had a freeze which kept us up covering seedbeds, etc.

I hardly know whether to tell you I am interested or not in continuing my application to import farm labor from the Bahama Islands.

Very frankly, we are far enough along now through the season and with the help of the Florida State Employment Service, with the short crop that developed here in some instances, with the flood damage that was done in the Pompano section, we are struggling through, but quite a lot of acreage was not planted in this territory this year because they were afraid of labor shortage.

Some time ago, I had a letter from a Mr. Harry P. Sands, an attorney in Nassau whom I know, asking me to acquaint him with the labor situation here with an idea they had in view of asking permission for farm labor from the Bahama Islands to enter this country and procure employment. I wrote him quite fully concerning the situation and told him what had and had not been done and suggested that the proper authorities in the Bahama Island government address a proper communication to your Department and that it might receive some recognition and results. I called to his attention that this year being as far along as it is, there could probably no results be had in time for this particular season but by starting now it might be that they could receive some beneficial results from their efforts by next season and do the farmers in this section some good at the same time.

Technically, I suppose I should answer you and say that I am not going to try and apply for permission to import this labor for this particular season, yet if I could do so immediately I would, depending of course upon getting results at once, because crops are now being harvested, but it is in my opinion, late now to try and plant additional crops for this season.

I would like for the report to go on into Washington and state that with the continual withdrawing of men from this section, defense and military service, there certainly is going to be a greater need for labor next year than this year has disclosed and I imagine it will be more important to grow foodstuffs for this country next year than it was this year because undoubtedly reserves of foodstuffs are being used up right now.

Therefore, would you be kind enough to send in the report and let's see if we can get something worked out on this matter that is practical for next season which would begin early in the fall. I am speaking in particular reference to south Dade County.

It would not be too late for the farmers in the Everglades, Fort Pierce, and the middle part of the State, to advantageously have additional farm labor for this season's operation as their season does not end until early summer and of course they would be subject to the same necessity for labor next year that we are down here.

Thanks very much for your letter, efforts, and I hope something may yet work out of our efforts. I am very appreciative, I assure you, of the efforts that have been made.

Yours very truly,

L. L. Chandler.

February 9, 1942.

Mr. Harry P. Sands,
Chambers, Nassau, Bahama Islands.

Dear Mr. Sands: I am more confirmed than ever of the belief that it is too late for anything to be accomplished this season about Bahama Island farm labor coming to this country in time for this season.

Since Government regulations are so hard to get changed, I am suggesting that you have your proper officer make the request and start the movement because with continued drafting and volunteering for military service, the taking up of so much labor in national defense work and activity, it is bound to develop more and more of a shortage in the type of labor we use on our farms over the south end of the State.

The proper cooperation of the Bahama Island government would doubtless do much to facilitate the present immigration rulings being lifted for the duration of our emergency. I would like very much to see it done. The farmers in this area have already requested it. I have reported my letters to you to the Department of Justice, Bureau of Immigration, who have been making a survey of this farm-labor situation for several weeks. I have urged them to recommend that our situation here necessitates labor being imported from somewhere and that they should call attention to the number, or at least a quantity, of laborers being imported from the Bahama Island. I hope very much this can work out.

Please develop the idea as far as you can and don't hesitate to ask any questions or tell me how I can help.

Yours very truly,

L. L. Chandler.

February 11, 1942.

Mr. Lisle W. Smith,
Division of Labor and Personnel,
State Defense Council of Florida, Haines City, Fla.

Dear Mr. Smith: Thanks for your letter of February 9.

The labor situation in Dade County, as regarding farm labor, has somewhat eased up since the Pompano flood released quite a number of farm laborers to come down this way.

What I was fussing about principally was that first we made an effort to import labor from the Bahama Islands but were not successful in doing so. Immigration laws are a bar to that situation. Undoubtedly farm labor in this area will get scarcer and the situation become more acute as time goes along as military service, defense projects, and other work depreciate the number of men available.

We are getting a splendid cooperation from the State or Federal Employment Service. Immediately after the Pompano flood took place, it was reported to me that an effort was being made in that area to create Work Projects Administration jobs for these farm laborers, put them on a subsistence basis, have the Federal Farm Security Agency make donations to the laborers in that area so they could stay there and not move into any other area at all. I felt this sort of effort would be entirely unnecessary and economically unsound because in south Dade County we needed labor. We would be through with it, or generally so, by the time it was needed again in the Pompano area. The Everglades section needed more labor.

I am now assured that no such effort as described will take place in the Pompano area. A portion of that labor came on down here anyway. The crops did not materialize to quite the extent and volume here that was expected. The bean crop has slacked up somewhat as to volume. The potato crop is just beginning to dig and with the tomato crop light, I believe we will muddle through the balance of this season all right, although labor is not plentiful, high labor rates are being paid, but certainly somewhere along the line a real substantial effort must be made or those areas further up the State later in the season and next year will certainly find themselves in an awful predicament and a labor shortage as undoubtedly will take place would be disastrous and cause the wasting of much foodstuffs that ought to go in consumption channels.

I believe that the State defense council could properly represent this situation to the Department of Justice, Bureau of Immigration, and either make proper arrangements for labor to come into this area or permit the importation of labor from the Bahama Islands and this situation not become disastrous.

Thank you very much for your consideration. I shall be glad to talk to you if you are down this way some time, but I really don't believe it is necessary for you to come here now, as I have given you the general picture here in this letter.

Yours very truly,

L. L. Chandler.

Chambers, Nassau, Bahamas,
February 16, 1942.

L. L. Chandler, *Esq.*,
President, Goulds Growers, Inc.,
Goulds, Fla.

Dear Mr. Chandler: I have to thank you for your letter of the 9th instant, which letter I am submitting to the honorable the Colonial Secretary. This Government has done and I am sure will do all in its power to assist in making it possible for laborers from this colony to come to Florida to obtain work.

Yours very truly,

Harry P. Sands.

United States Department of Justice,
Immigration and Naturalization Service,
Washington, February 26, 1942.

Mr. L. L. Chandler,
President, Goulds Growers, Inc.,
Goulds, Fla.

My Dear Mr. Chandler: Reference is made to your request, submitted on behalf of Goulds Growers, Inc., that permission be granted for the importation of laborers from the Bahamas.

This Department has been advised by the district director of the Service at Miami, Fla., that sufficient domestic laborers have been found to take care of your present requirements.

You are informed, therefore, that on the basis of the report the application for the present is considered as having been withdrawn.

Sincerely yours,

Lemuel B. Schofield, *Special Assistant to the Attorney General.*
By T. B. Shoemaker, *Deputy Commissioner, Adjudications Branch.*

DEPARTMENT OF JUSTICE,
IMMIGRATION AND NATURALIZATION SERVICE,
Washington, February 26, 1942.

Hon. PAT CANNON,
House of Representatives, Washington, D. C.

MY DEAR MR. CONGRESSMAN: Reference is made to your interest in the request of Mr. L. L. Chandler, president of Goulds Growers, Inc., Goulds, Fla., that permission be granted for the importation of laborers from the Bahama Islands.

You are advised that Mr. Chandler has informed this Department that sufficient labor to take care of present requirements has been found available in Florida. Mr. Chandler requested, however, that a new application be considered some time in the future in order to provide sufficient laborers in case of a shortage anticipated next year when larger crops are expected.

You are further advised that the application for the present is considered as having been withdrawn.

Sincerely yours.

LEMUEL B. SCHOFIELD,
Special Assistant to the Attorney General.

TESTIMONY OF LUTHER L. CHANDLER—Resumed

Miss PASCAL. Mr. Chandler, some people employing Negro labor in the Glades said that they preferred to use the Bahamians rather than the Americans. Do people feel that way down here?

Mr. CHANDLER. That is generally true, because the average Bahama Negro comes here for the distinct purpose of working and saving his money in order to return back to the islands and have some money with which to either live or enter business where he came from. They are a very religious type of people ordinarily. Of course, there are exceptions to this statement, but, in general, my own observation is that this labor is of a lesser law breaking type than our own southern American Negroes. Naturally, these people do not understand our farming operations but, in most every instance, they are easily taught and can always begin at once doing common farm-labor operations. They are not as good when it comes to the operation of machinery, as they don't understand it, but many of them soon learn even that type of work.

SOLUTION OF LABOR PROBLEMS

In conjunction with this labor in the Bahama Islands being available, these farmers who have been here a long time and have used Nassau Negro labor, as we term it, do not object to using them, and, with the drafting of much of our farm labor, with the defense activities taking much of our labor, with the fact that our work is seasonal, as all agriculture is generally, with the large increase recently of acreage planted to vegetable crops in the lake and Everglades section, resulting in a very great shortage of labor, naturally the farmers feel that, with a more than sufficient supply of labor in the Bahama Islands anxious to come into this area to do this work, we feel that the necessities of the emergency war situation should cause a lifting of restrictions on this labor and solve our labor problem in one move forever.

We also compete with the increased acreage of sugar production in the Everglades and, with the added necessity and request by all departments of the Government for additional food production, we very seriously feel that this situation should be adjusted to solve our labor problem. This should not mean that any American citizen desiring labor could not easily find work to do, because the planted acreage, with all of the other requirements of labor in general in this section, will certainly take care of those who might come from the Bahama Islands, as well as those on the ground here and those who would come from other areas within this country. Very recently 20 of my men returned to Georgia in order to engage in farm operations there and all but 4 of that 20 told me very definitely they would not be back next season. I know this situation to be true with other farmers who have used labor from domestic areas such as Georgia and so forth.

Mr. Tipton. Do you know why they intend to stay there? It is because of improved conditions there or in industrial work opening up?

Mr. Chandler. Partially for those reasons, but principally because they feel and have knowledge that they can get labor in their home area, such as defense activities of various sorts and types but in every instance paying a much higher rate of pay than the farmers in this area can afford to pay, even under improved price conditions. On the other hand, there are those who have small farming operations to which they wish to return and follow because of the improved prospects for selling the products they can produce. But in the most instances the average type of labor coming from domestic areas are simply seeking the higher standard of pay which all other industry, and especially governmental activities pay and which the farmers cannot pay.

Miss Pascal. You mentioned the competition for labor between the sugar operators in the Glades and the farmers. Do you know if the sugar people were interested in this importation of West Indian Negroes?

Mr. Chandler. We did not contact the actual officers of the sugar corporations and companies, but generally we knew they were seeking additional labor and, from day to day, were acquiring such labor away from farmers, and naturally every man imported from the Bahama Islands would relieve the labor shortage to that extent and automatically help take care of the labor requirements for those engaged in the production of sugar.

SPONSORS OF IMPORTATION PLANS

Mr. Tipton. You mentioned that this plan of yours was sponsored by growers in the area. Did you mean again south Florida rather than only Dade County?

Mr. Chandler. I mean south Florida, because farmers in the Everglades, the Pompano area, as well as Collier County and the lower west coast area, all were interested and joined in this request. This request was handled principally by me, with the plan in view, together with the assurance to the proper departments in Washington, that if the question ever reached the proper stage of consideration, that the farmers in the entire area would not only join in the request, but send proper delegations to Washington or elsewhere if that became necessary.

Miss Pascal. You say then, that because there were such bad crops this year the serious shortage never developed?

LABOR SHORTAGE

Mr. Chandler. A serious shortage developed, but it wasn't nearly as serious as it would have been with normal production. With every agency working to get men this year, private and otherwise, there never was enough labor in here to have harvested the crop that was planted, had it all come through. In the early fall they developed a terrible shortage in the lake section, as their crops came through very generally. Then the Pompano section, just at the heighth of their picking season, had a tremendous flood and that immediately eased up the labor situation back in the lake area and in south Dade County where the crops were beginning also to harvest. I refer particularly to the midseason crops. The Pompano section replanted their acreage and, about the time they needed labor again to take care of them the Dade County potato crop, which was short to begin with, had ended, and the tomato and bean crops had shortened up because of unfavorable weather conditions.

Only last week there developed another mad scramble for labor in the Pompano and lake sections and, with Dade County having ended her potatoes and bean crops, this labor was moving back into those other areas. However, there came a tremendous flood—19 inches—a tremendous flood which wiped out the crops in this south Dade County area and of course all of the labor here, or at least practically all of the labor, immediately moved to the other areas, and I refer to the Collier County area and principally the lake section where their crops were only partially damaged. The Pompano section was again badly damaged. Their crops are light at this time in that area for that reason but in the Everglades or lake section, with the tremendous bean acreage along with other crops there, it was frankly admitted that, with an average of 50 percent loss of their crops, they did not know even at this time where they would get all of the labor necessary to harvest the crops.

In the farming industry there are those who spend money and really make a serious effort to procure labor from outside sources. They have quarters in which this labor lives. In the Lake and Pompano section there are located two large white and Negro migratory camps. These have served a very fine purpose in helping to procure labor and, at the same time, give this itinerant labor a decent, sanitary place in which to live. The point I am trying to make is that, between the producing areas which comprise south Florida, there has been a sufficient loss of crops due to weather conditions that have helped to solve the shortage of labor this season. But even with approximately half of the crops lost through this entire area during the entire season, there has at no time been a sufficient supply of labor to really take care of the work.

UP-BIDDING OF WAGES

This situation has resulted in the farmers bidding against each other, either on a day-labor basis or piece-work basis, and this has very much increased their cost of harvesting. For instance, the average cost of picking a bushel hamper of beans has been 25 cents and, in reasonably good beans, an average picker will harvest 10 to 15 hampers per day and not exert himself unreasonably to do so. The situation this year raised that price to an average of 35 cents and 40 cents per hamper and in some instances 50 cents per hamper, which did not help the labor situation because it did not make any more labor available and the peculiar manner of living of most Negro farm laborers is that such labor wants only enough money on which to live and carry on their peculiar diversions.

This whole situation results in a great percentage of such Negro labor, when receiving more money than usual, simply working that much less time actually in the fields. The average of such Negro labor, under those conditions, will only work 3 or 4 days per week, using the slightest excuse to stay away from the field, gamble, drink, have all their affairs with the women followers of such labor. There is hardly a spark of patriotism or any idea among them to see how much work they can do because of the war situation or anything else other than put a few dollars in his pocket and then do the things that he wants or likes to do. The average farm Negro is of the type irresponsible, makes no attempt to save his money, has utterly no ambition whatever to have a family, own a home, but simply desires to get enough money into his pocket with which he can gamble, drink and have his affairs. The most of them do not bother to even recognize the formality of legal marriage but take up with each other. After a man has worked a number of days in the week he wants to lay off, thinking that the woman he is interested in may have her man or husband out at work, and all of this put together, with the attendant preying upon the average farm Negro laborer by those who operate gambling or lottery activities, and sell them whisky, all tend to make this labor very irresponsible and unreliable. It doesn't do any good to have them arrested as the average Negro thinks nothing of being placed in jail, considering it no disgrace whatever, and, in fact, there are many who brag about how many times they have been in jail for one cause or other, even to the point of telling each other which are the best jails and easiest in which to stay.

This is not always true, of course. There are some Negroes who make an effort to save money, but the average one wants nothing but an old second-hand automobile and enough money to buy gas and tires with which to make it go. The average law-enforcement officer overlooks all of the minor discrepancies of these Negroes but does make an effort to try and make them go to work. The result is that the average Negro today has taken advantage of the labor shortage and is less reliable, cannot be forced, because he knows that all he has to do is move a few miles and carry on in a manner to his liking.

The farmers have talked endlessly of organizing to try and combat this situation but, because of their seasonal operations and the angles of competition which develop among them, no serious effort has ever been made on the subject and the results of any such study or effort are at this time nothing. The average farm Negro who is willing to stay and improve his conditions usually finds his way into some hotel, restaurant, or other business, either working for white people who pay more money than for farm labor or they engage in a business of their own and are lost to the farmer.

ATTEMPTS TO INCREASE LABOR SUPPLY

As a private individual and also as an officer in the various agricultural activities, both public and private, I have made certain efforts, along with others, to relieve this labor situation. First, we surveyed the requirements of each and every farmer as nearly as we could. We contacted private companies and individuals everywhere that farm labor might be available and arranged with them to send us such labor. We next appealed to county agricultural agents in other farming areas to send us any of their surplus labor. We then appealed to the Federal Employment Service and, after going into the question very thoroughly with them, they placed an officer in Homestead to assist in distributing such labor properly after it arrived. This had to do with both white labor used in packing houses and somewhat on the farms and also the common Negro labor used.

The Federal Placement Bureau contacted their offices in various areas but were unable to find surpluses existing to any extent in those areas and, as such result, did us very little good. However, they were responsible for exhausting this line of action and also in procuring from among those registered in their offices and departments some labor who would come to the farms and do work until they found something else paying a higher wage. We appealed to them to curtail certain W. P. A. activities. We asked them to arrange for C. C. C. camps to furnish us with labor. We facilitated in every respect the operations of the migratory camps. A Negro and a white camp are just now being completed in the south Dade County area, but, before being completed, military departments took them over. There is a certain percentage of labor, if they could be forced to work, that could be procured from cities like Miami and West Palm Beach. We asked the police and sheriff's departments in those areas to try and enforce vagrancy laws and there was some labor procured from that effort but not to any great extent.

Miss Pascal. Did local farmers have any success in recruiting labor from Miami?

Mr. Chandler. I will touch that in just a minute. The failure on the part of the sheriffs and police departments is due to the fact that such persons not desiring to work always use the excuse of illness or being laid off for a day or two from some other work. Certain ones of the farmers would send their trucks into Miami early in the morning and recruit labor, hauling them down to the fields, a distance of 15 to 30 miles, and hauling them back in the evening. This was not so satisfactory because such labor as could be procured in this manner only accepted such work as a last resort and they did not like to spend the time riding back and forth, and, immediately they would find something else to do or if the various State, county, and Federal charitable institutions could in any manner be approached by the most of these people for aid, then they would no longer go to the fields and work.

Miss Pascal. What sort of people were these? Were they Negroes who were ordinarily farm workers, who just happened to be living in the city, or did they ordinarily live and work in the city?

Mr. Chandler. This type of labor procured in this manner was not experienced farm labor but simply those who could be picked up at that particular time, out of work. A certain small percentage, of course, had been previously at work on farms and had moved into the city for various reasons, principally because of higher wages and the fact that they liked to live in a large Negro town, with the attendant possibilities of work and diversion, rather than live in the country.

FARM LABOR DRAFTED

Many of the farmers complained that some of their best labor was being drafted into military service. Under the direction of the Secretary of Agriculture and in conjunction with General Hershey, head of the Selective Service Department, there were instructions issued to local draft boards and appeal boards to give more consideration to agricultural selectees as to their being essential and the inability to replace them. The average local draft board, however, in questions of doubt or if the occupation was seasonal, decided that such selectees should be either deferred temporarily and at the end of such crop season sent to the Army or drafted outright. As chairman of the U. S. D. A. War Board and authorized by the Secretary of Agriculture to act in such cases, our local county War Board contacted the local draft board at a meeting and explained to them the necessity and problems of agriculture.

This has been helpful to a certain extent but the average farm laborer does not understand Selective Service regulations. The average Negro is illiterate and incapable of making a correct report to the local draft boards and the result is that many have been drafted who, if they had had proper presentation of their particular case, would no doubt have been deferred. This situation has resulted in depleting the supply of farm labor to an extent I am not able to say.

The local draft boards are now endeavoring to give these situations more consideration, but I frankly do not think they are yet doing all they should do in behalf of agricultural labor. The question of such labor being used seasonally, where he goes and what he does between seasons, is not given sufficient consideration. Naturally, each draft board felt it their patriotic duty to supply the military forces with all possible men. Again, the average farmer, not wishing to appear unpatriotic, does not make a sufficient effort to retain such labor and help present their case for deferment or exemption. This situation I know to be true, as I happen to be a member of the district appeal board, along with my other occupations, and this is not a criticism of the draft boards because I fully realize their situation.

TRANSPORTATION

Only yesterday I approached the officers of the F. E. C. Railway and asked them to begin now consideration of a plan to run what I termed a farm labor special train early in the morning out of Miami, south into the lower Dade County farming areas, and north as far as the Pompano area, returning late in the afternoon or early in the evening, in order that all labor available in the city areas should be utilized next season. There enters into this, of course, the question of obtaining permission from the Interstate Commerce Commission to operate such a train, charging a nominal fare, to haul such labor in old equipment, or even in boxcars if necessary. Again, the fact that any one of these areas might be overnight seriously affected by weather conditions complicates the possibility of the railroad company doing this. However, we expect to explore that idea fully and develop it for next season, because, even though a farmer may procure tires and tubes, we realize that they should be conserved and the hauling of such labor by truck is not nearly as satisfactory as we think such rail transportation, with the attendant economy, would be.

We are continuing to keep in close contact with the Federal Employment Bureau and we are aware of their plans or consideration of ideas to have mobile labor organizations or groups to move from area to area. But, because of lack of funds and uncertainty as to just what dates such labor will be necessary, together with the fact that any laborer can, if industrious enough, find better paying work than on a farm, all put together leads the farmers to believe that the labor situation will, despite our efforts, be more acute in the future than heretofore. We frankly wonder, and there are those who at this time plan to reduce their operations because of such labor shortage, with the possible attendant reduction in producing foodstuffs, which is not desirable at this time.

Mr. Tipton. What was the reaction of the Florida East Coast to your proposal?

Mr. Chandler. Very noncommittal. They said they would explore the idea and report it to the various officers and give it some consideration, but immediately pointed out the complications they would involve themselves in by such an operation. I hastened to point out to them that the tonnage they would haul over their railroad could be seriously affected by lack of labor; that crops would be left in the fields unharvested because of lack of labor; that the situation we knew would have developed this season had not the situation turned out as it did we were very definitely aware that it would happen next year if the planned acreage is planted and the crops come through normally. Then there would be crops unharvested and their tonnage hauled seriously affected or reduced thereby. I think they are aware of that situation, and the reason we are beginning now is that, as laymen, we understand it will take time to work out such a program with the railroad company.

Miss Pascal. Could you give us some idea of the amount of farm labor that is brought down to south Florida by individual growers? We have heard from various sources that the farmer often runs into difficulties with the authorities in the northern States who do not want labor taken out of those areas. Have you heard anything about it?

RECRUITING DIFFICULTIES

Mr. Chandler. Oh, yes, indeed. I ran into it. In days gone by the farmers in this area made a practice of recruiting labor, principally from Georgia, sending up their trucks, furnishing transportation generally, and this practice was even expedited in certain areas, as those areas did not farm nor was work available for the average farm laborer during the winter and spring season. The people in those areas knew that, when our season came to an end, such labor would return in general and be available to them. Certain farmers would even "borrow," as we termed it, labor from various types of business, but principally farming, and see to it that, where possible, the labor was returned. As the conditions changed, however, this practice was frowned upon and disapproved in those areas, to the point that people recruiting such labor were not generally thrown in jail or arrested but would be warned and threatened by sheriffs and police departments that they would be arrested if they attempted to recruit labor in those areas.

Miss PASCAL. Mr. Chandler, do you know on what basis the authorities gave these warnings? Were they following specific ordinances?

Mr. CHANDLER. From such knowledge as I have, this action on the part of officers, in stopping such recruiting in those areas, was usually because some factory, sawmill, turpentine operator, or large farmer would complain to the police or sheriff's department in that area about losing his labor, and usually some local ordinance was invoked or threatened as to its use. On the other hand, this matter was stopped generally by the threat to invoke Federal laws, the details of which I do not know. Certain men were arrested, who were recruiting, but usually were arrested on trumped-up charges—improper truck tax, or something of the sort. A man employed by me was arrested for such activity on the grounds that he was gainfully employed without having a proper tag on his car. Upon my calling the sheriff's department and assuring him that the man would leave town, he was released. That was in Georgia.

On the other hand, the necessity for labor, the shortage, has caused local police, sheriffs, and constables to pick up people en route here with such labor on one charge or another, threaten the Negroes who are on the truck, and the result is that such Negroes leave the truck and go to work in those areas where they are stopped. As to the number of men thus brought into this area or into the south Florida area, the answer would be anybody's guess. The usual number of men required for handling such acreage in the first part of the season, of course, is a lesser number than is required later. The real crying need comes when harvesting begins, and harvesting usually is on a piece-work basis, so that all labor on day rates immediately wants to be transferred to the harvesting of the crop or they quit the farmer where they have been employed as a day laborer and move a few miles to where they can obtain labor on a piece-work basis.

From the local supply of labor of south Florida, as I see it, on hand or available for next season's operations, taking into consideration the continued depletion of the available supply of labor now, knowing that with over a hundred thousand acres of vegetables planted in the south Florida area, and, being more specific, with 30,000 acres planted in Dade County, there must certainly be procured from somewhere at least 15,000 to 25,000 laborers to take care of this situation in south Florida. Lower Dade County alone will require 5,000 to 7,500, depending upon the crops. It would be my judgment that in the past we have imported from domestic areas, or they have come voluntarily, to the number of 12,000 or 15,000 as a minimum figure, and that figure could easily be greater, but I just don't know.

GROWERS' QUARTERS

Miss PASCAL. Do you feel that, in times of labor shortage, the grower who maintains a supply in his own quarters has an advantage over the employer who hires casually from day to day?

Mr. CHANDLER. Such farmer does have an advantage, but that advantage is only temporary or from day to day, as he procures additional labor, because, usually unknown to him, some farmer in the vicinity raises wages and recruits away from such farmer. The result is that such farmer who maintains quarters or a camp must have a new or continual supply of men, it always being a practice to figure that if, for instance, 50 men are brought in, we expect to lose 10 or 15 of those men in transportation and immediately upon arrival. Within a week, the original 50 will have been reduced to not more than 20 and in 2 weeks' time, with conditions as I speak of existing, one will be lucky to have retained 12 or 15 of the original 50 men brought in.

Miss PASCAL. As you said before, the one advantage of having your own supply is that at least you can——

Mr. CHANDLER. The advantage of having men in your own quarters or camps is that they are concentrated and don't require the picking up or the running around all over the territory, gathering two or three at a place, and again there is a less likelihood of your losing those men out of your own quarters than if they are in public quarters and available to everyone for solicitation.

Mr. TIPTON. Do you have a problem of keeping the Negroes in your own quarters working steadily?

Mr. CHANDLER. I would say, generally, "yes"; because under today's conditions you can't force or pressure men into going to work because, if you do, the next morning he will be gone to some other place, knowing that there are always those farmers who do not force or urge men to work when they don't want to.

Mr. TIPTON. Mr. Chandler, is white labor ever used in the fields in Dade County?

Mr. CHANDLER. It is used at times, but the mixing of white and Negro labor in the same crew is not desirable because of the prejudice that exists against the lower standard Negro farm laborer by the average white person. Such white farm labor usually accepts such work only until other work can be found paying a higher rate of pay and requiring less physical exertion to do.

PART-TIME FARMING

Mr. TIPTON. Mr. Sottile told us that in Florida City there is quite a large colony of Italians who farm small plots that they rent from him part of the time and work as farm laborers the rest of the time.

Mr. CHANDLER. In the instance of those Italian people, they usually work for some Italian farmer who operates a larger farm. They do not, as a usual practice, work for any and every farmer.

Mr. TIPTON. Do you think that the necessities of Dade County agriculture would be helped by an increase in the amount of part-time farming, providing a reserve of labor which would work out when they weren't required on their own little plots of ground?

Mr. CHANDLER. No; I don't think that would help the situation because such a part-time laborer who is interested to any extent in any farming operation of his own is not available when the real need for labor develops in such times as harvesting. He is always wanting to harvest his own crop and it is always uncertain as to what days he can or will work for someone else. Such a small farmer, operating on a part-time basis, is invariably the most guilty one, in time of harvest, of sneaking labor from the larger farmer. He only wants such labor for a portion of the week, perhaps for a day or two, and is always willing to pay a higher or special rate in order to get such labor and thereby adds to the confusion because he is unable to employ such help as he will need for 1 or 2 days at a time, without paying the extra rate, and the extra rate thus paid immediately forces the larger operator to pay such extra rate, and, in turn the smaller farmer again raises the rate and this iniquitous practice continues, more or less depending upon the supply of labor, how much crop there is to be harvested, and so forth.

Mr. Tipton. How about a subsistence farmer?

Mr. Chandler. A man with an acre or two is just as guilty, for he can't pick that acre of tomatoes in one day by himself. If he has an acre of beans he can't hope to pick those beans—and our crops usually require harvesting on the individual day when they are proper and ready to be picked. They won't let the harvesting spread over a period of time because of the perishability of the item harvested.

DISTRIBUTION OF LABOR

Mr. Tipton. In the meeting which we attended in Miami in the county agricultural agent's office last December, and at which we met you, you made the suggestion that it might be possible to regulate the potato harvest by working through the packing houses so that all potato growers wouldn't be wanting labor at the same time.

Mr. Chandler. That was done this season on a double-barreled plan of arranging in each packing house that one farmer would harvest his potato crop on certain days and on the other days swap that harvesting crew into some other field. This can be done in the instance of potatoes but it was not practical in the harvesting of the more perishable items which, because of their certain standards of maturity, require harvesting at the exact time they are ready to be harvested. Not much net result was obtained in the matter of distributing labor for picking beans or harvesting tomatoes or crops other than Irish potatoes. There was, through the Federal placement office maintained at Homestead, and through the efforts of the individual farmers and coupled together with a labor committee composed of men from each of the lesser areas in south Dade County, an interchange of labor, a swapping and joint using of the same worked out, but, because of uncertain conditions, fluctuation of markets, lower and higher lands subject to quick changes in weather, not much net result was obtained. The larger commercial farmers have their operations so planned usually as to use their crews for harvesting on certain days, cultivating, spraying, planting of late crops, and so forth, on other days.

WAGE RATES

Miss Pascal. Mr. Chandler, I wonder if you would tell us what the wages for day labor and for the different crops have been in the past season as compared with previous seasons?

Mr. Chandler. Previous seasons common farm labor received, for Negro labor $1.25 to $1.50 average per day, with that rate raising to $1.75 and, in some instances, $2 per day when the need for labor at the time of harvesting with its attendant piece-work rate of pay affected ordinary day labor. White labor was paid somewhat higher, averaging $2.50 to $4 per day, depending on whether they were used as a foreman, tractor or truck driver, operator of spray or dusting machines, and so forth. In this particular season of 1941–42 just ended, for Negroes the rate of pay began at $1.50. It immediately went to $1.75 after the first couple of weeks of operation and, during the season, raised to $2 minimum, but generally $2.25 and up to $2.50. Certain Negroes who had learned to do more skilled and efficient work were paid higher in proportion. For piece work, these Negroes as bean pickers were paid 25 cents to 50 cents per bushel hamper for beans picked, 2½ to 4 cents for bushels of potatoes picked up behind the digger, 5 to 8 cents per half bushel of tomatoes harvested. During this present season white labor was in some instances paid the same rate as Negro labor for actual harvesting, but tractor drivers, truck drivers, spray and dusting-machine operators and so forth were paid a minimum of $3 to $4 per day and up to as high as $5 or $6 per day. In the packing houses, for both seasons, actual packing of tomatoes is on a piece-work basis and in previous years were paid 4 to 5 cents per standard lug for packing. Graders, truckers, and labor of that type received 25 to 35 cents per hour. The rate increased this year so they were paid 5 to 6 cents for packing. Graders, truckers and so forth were paid 35 to 60 cents per hour, depending upon how much there was to do, the permanency of work, and so forth. Of course, there were exceptions in individual cases, depending upon what each farmer wanted and worked out with the individual.

MARKETING OUTLETS

Mr. Tipton. Will you describe for us the marketing outlets for produce in south Dade County?

Mr. Chandler. The answer to that depends upon the individual farmer and the daily variation between prices quoted on northern markets and the prices truckers, or those operating trucks and buying locally, are willing to pay. This, of course, fluctuates from day to day. The larger farmers are usually committed to some selling organization or plan and, in addition, cannot depend upon certain truck sales on the local market, such as the one operated in Florida City by the State, for disposing of the quantity of produce they have to ship or sell.

The average farmer, however, keeps in close touch with that market situation and, even though he has produce sufficient to load commercial cars and ship north, does not overlook the possibility of selling locally for cash where he can, and each packing house develops all the truck business possible, in order to take care of odd lots and inferior grades, according to grade standards. That produce which can be hauled to nearby markets, principally to the south and by truck marketing, usually requires lesser use of containers, packing, and so forth. The truck business has developed extensively throughout south Florida and is operated by individuals who buy here and sell in various markets to which they haul. Again, groups of chain stores and larger independents depend upon their supply of these vegetables either from trucks which they operate themselves or trucks which contact them after buying from the farmer locally in this area.

There are, again, those who make a practice of buying and in turn selling to the trucks or who load their accumulated purchase in caf lots and ship. This class of buying is usually from the small farmer who has not a sufficient tonnage to load commercial car loads, or, again, from the farmer who does not wish to take the risk of transportation, decay, and so forth, in transit, or uncertain markets, and who is willing to accept a less price for cash rather than for a possible higher price in the northern markets when shipped. It would be my estimate that 25 to 40 percent of the vegetables produced in this area this season were sold through truck outlets, either direct from packing houses or from market platforms established for that purpose.

Miss PASCAL. Mr. Chandler, are all the sales to truckers for cash?

Mr. CHANDLER. Not always, as certain individual farmers will make arrangements with operators in certain markets to supply them, or some of the farmers obtain credit and financing from operators in certain markets that carry with such arrangements the obligation to first offer such shipment to the man who has done the financing, rather than sell it on the open market.

FINANCING

Mr. TIPTON. What sort of financial arrangements do growers make for carrying on the year's operations?

Mr. CHANDLER. The larger farmers finance their operations by procuring credit from established credit agencies, such as production credit associations, private banking sources, credit as to land rent, purchase of machinery and fertilizer. The average packing house makes a practice of advancing purchase of crate material, labor for packing, summed up in what is known as packing charges, and deducts such charges from sales when made. Of course, smaller operators work all sorts of plans, on share-crop basis and the like. Again, there are those farmers who obtain credit from established selling organizations or commission houses in the North, and usually accompanying these arrangements is the requirement that packing and selling is done through such agency doing the financing, either in part or in whole.

Mr. TIPTON. How extensive is this latter?

Mr. CHANDLER. The latter method is not so extensive as there are farmers who have taken advantage of such situations and, unless such concern has a local representative on the ground to protect their interest, such arrangement is usually only seasonal or temporary and the average farmer, again, does not like to tie his selling into one market but wishes that in such selling all advantage possible be taken of local cash sales to any buyers interested, to trucks, or possibly shipped to northern markets when such markets have prospects of better prices.

Mr. TIPTON. You said a moment ago that local packing houses finance packing charges. Do local packing houses finance anything beside packing charges?

Mr. CHANDLER. In some instances they do. Individuals or small companies operating as a packing corporation will in some instances work out arrangements with individuals to partly finance their crop out in the field in production by, for instance, supplying seed or fertilizer, usually whatever the farmer is unable to finance himself, and differing as to detail with each case. There is no definite accepted plan.

Mr. TIPTON. As a potato grower, do you find that it is better practice to rent land or to own it?

Mr. CHANDLER. The answer to that would depend upon each individual potato grower and whether or not he plants crops other than potatoes. If a potato grower plants nothing else in the way of other crops, he likes to rent land for the reason that, when insects or disease get into the land and would endanger his succeeding crop, naturally he wants to move and get on other land, but land that has become infested for potatoes can be used for other crops successfully. It is used in the growing of leaf crops or beans, or, in some instances, tomatoes, depending entirely upon such infestation of insects or land becoming disease-affected.

CROP DIVERSIFICATION

Mr. TIPTON. Is there a tendency down in south Dade County here for crops to become more diversified with less concentration of acreage on tomatoes and potatoes?

Mr. CHANDLER. Very definitely. There is an increase of other vegetable crops because of the increased demand brought about by the war situation for such crops, crops that can be more quickly grown. While the acreage of tomatoes and potatoes will not be seriously reduced, there is a marked increase, to what extent I do not know, of bean acreage anticipated for next season and for the production of carrots, cabbage, some cauliflower, turnips, beets, and even to include the lowly collard.

Miss PASCAL. Does this mean increasing the total acreage and bringing new lands into cultivation down here?

Mr. CHANDLER. I wouldn't say that the total acreage actually planted will be materially increased because of drainage problems, risk involved on the newer undeveloped lands that are yet available, and also due to the fact that the oldest lands, even though disease-affected for potatoes or tomatoes are fully suitable for growing of these other crops, and the average farmer is realizing that a diversification of crops less likely to freeze, perhaps, or less affected by heavy rainfall is advisable.

Due to the transportation problem, hauling produce into Miami for sale from other areas, there is a marked increase of curb market production, as we call it, for sale in Miami. Heretofore, large quantities of lettuce, carrots, and such commodities have been imported into Miami, as we principally grew other commodities, but such crops, including lettuce, romaine, and so forth, are now being produced and sold in Miami, as well as shipped north.

COMPARATIVE GROWING COSTS

Mr. TIPTON. Can you tell us about the comparative growing costs between south Dade County, the Glades, and northern growing areas?

Mr. CHANDLER. Briefly, the average cost of producing such vegetable crops in south Florida is usually greater than when produced in areas other than in Florida, because of the difference in type of land, the necessity for using fertilizer, the climatic conditions, requiring more spraying or dusting to control insects and disease, but the principal difference and the greatest major difference is the attendant cost of transportation from here to northern markets as compared with such transportation cost when produced in northern areas and naturally delivered to nearby markets. I would say that the average cost of producing any commodity in this area as compared with the average area in the North, all items considered, is probably 25 to 50 percent and sometimes as high as 100 percent greater, but bear in mind that our production is done at a time of year when it cannot be done in areas north of this State and we time our planting and crops as to delivery on market when we do not compete with the northern producing areas or they are not on the market except from hothouses and from canned products.

This does not apply to Texas and California, with whom we come in direct competition at certain seasons of the year. Neither does it apply to the foreign producing areas, as in Cuba and Mexico, where their cost of production, based on their not having to use as much fertilizer and, with much cheaper labor rates available to them, allows them to produce the average crop produced in Florida for as little as one-half or two-thirds of the cost of production in Florida. In certain instances, their transportation costs are as great as ours. In some, not. Again, the war situation, curtailing transportation from Cuba, together with the sugar transportation problem, will doubtless curtail the planting of vegetable crops in Cuba for the duration. With rail transportation available to Mexico, there is not the tendency to discontinue their operations there but rather to increase them, as certain large operators in Cuba are planning to discontinue their operations there and move to Mexico. I have in mind one man who plants from 1,000 to 2,000 acres of tomatoes annually in Cuba and who expects now to move to Mexico and plant 2,000 acres there next season. This move is brought about by transportation problems.

VEGETABLE CANNING

Mr. Tipton. Do you think there is any future for a vegetable canning industry in south Florida?

Mr. Chandler. There very definitely is for the duration of the war period. For instance, this year large quantities of beans have been canned in south Florida. Where available and when fresh market prices would permit, tomatoes likewise have been canned. There are a number of canning operations that have continued to exist for years profitably, as they use the more matured or riper products, such as tomatoes too ripe to ship or the off sizes which the fresh market does not take. Large volumes of beans were canned this year, as the canners had Government contracts to fill, and this helped the bean grower in the entire area of south Florida as it placed a bottom under the market and also used, in some instances, beans of lesser length or of very slightly greater maturity which the fresh market would discount but which still were suitable for canning and were used. Other commodities have been planted for canning operations but the question of obtaining priorities, contracts, and actual cans in which to place them entered into such considerations and complicated the possibility of these items being canned.

Mr. Tipton. Are these canning possibilities, in your opinion, limited to the duration of the war or can they be successful——

Mr. CHANDLER. They will doubtless be curtailed somewhat when the war necessity ends and the present demand for excessive quantities of canned goods ceases. On the other hand, all authorities agree that the necessity for continued large supplies of fresh and canned products will continue for an indefinite period, even after the war ends, and, while there will probably be some curtailment, nevertheless large canning operations are being planned and will continue. A very large cannery has just been opened up in the Everglades section, the largest in the State for canning other than citrus.

RECOMMENDATIONS

Mr. TIPTON. Mr. Chandler, have you any suggestions for the handling of the prospective farm labor shortage next season?

Mr. CHANDLER. My suggestion would be to explore all possible supply of labor from every source available and plan to use it, redoubling the efforts of every department that can be helpful in this respect. In addition to that, we now have a detailed knowledge of the possibilities, with registration of everyone up to the age of 65, and I believe fully that, if a man can be drafted to fight, certainly he may be drafted to work. If there is not a law at the present time authorizing it to be done, I would urge the immediate passage of a law giving ample authority by which any person registered, when not called into military service, when doing work unessential to the war effort, that such registrant would be drafted and compelled to do whatever work is necessary and essential to the war effort, and, naturally, in the war effort, second only to the military, comes the production of foodstuffs. I would propose that the entire draft board set-up be authorized and required to furnish to properly authorized departments, selectees capable of doing farm labor and, in most instances, in nearby cities, I believe there are those unemployed or employed in nonessential activities to take care of the essential war effort of producing food stuffs. For instance, in Miami, in my opinion, there are enough Negroes and common white laborers, either unemployed, yet on relief rolls, county, State, or Federal, engaged in possible unnecessary W. P. A. activities and who, if compelled to do so, could very largely, or at least to a great extent, solve the labor supply for agriculture in this area. Admittedly, I would prefer the importing of Bahama Island Negro laborers, as they would suit our work better than drafted, discontented Negro and white labor out of Miami, but at least the one or the other of those plans would largely solve our problem. Certainly if we are at war, and no one doubts that, then radical measures must be had, and time cannot be delayed for doing these things.

Mr. TIPTON. We wish to thank you for discussing these problems with us, Mr. Chandler.

TESTIMONY OF JAMES SOTTILE, HOMESTEAD, FLA., APRIL 21, 1942

Mr. TIPTON. Will you please state your name, title, and address for the record?

Mr. SOTTILE. Mr. James Sottile, president, South Dade Farms, Inc., Homestead, Fla.

SOUTH DADE FARMS

Mr. Tipton. Will you tell us briefly something about South Dade Farms, Inc.?

Mr. Sottile. We are the owners of approximately 15,000 to 20,000 acres of farming lands and cultivate around 5,000 acres annually on a definite rental or sharecrop basis to local farmers who produce an annual crop or to farmers who are from away from here who merely come to south Florida to raise a winter crop. We have farmers from North Dakota, Wisconsin, and principally all of the potato, that is to say Irish potato, States who raise the seed there and make the main production here for marketing during winter months. This year the potato business has been very healthy and prosperous. The average gain has been approximately $100 an acre after all deductions have taken place. The farmer actually has earned $100 an acre for his operations. The bean business has also been extremely healthy. The profits in some cases were enormous, from $500 to $1,000 net per acre, while the average profit over-all was in excess of $250 per acre. This was principally because all of the competing areas in the State were flooded or frozen, leaving our crops to be virtually without competition. The tomato business had its good and bad spots. Some of the early plantings exceeded $100 net per acre, but, inasmuch as the tomato farmers had experienced two annual misfortunes of water and freeze, their credit was limited at the start of the season and their plantings, although profitable to start, was disastrous in the last planting when a rain last week, amounting to approximately 10 inches within 48 hours, destroyed all cultivation. Squash, cucumbers, and cabbage have netted good profits through the entire season.

NO HOUSING FACILITIES

However, all of our plantings are limited for the reason that we have never had housing facilities for our laborers. Although there is ample labor desirous to work in our area, due to climatic advantages, they cannot find houses in which they can live and those that are camping here are in the most primitive state. The Farm Security Administration had two agricultural workers' camps under construction for the season and for this reason we did not have a serious shortage of labor although they were forced to live in the most primitive state awaiting completion of these agricultural workers' camps. The fact that the camps were under construction brought a substantial amount of labor from everywhere and, even though they were unable to live within the camps, they were here, some living in garages, tents, and what not. Many of the large planters transported their labor for approximately 100 miles and the entire crops were harvested without any great shortage of labor, even though the prices for picking beans and potatoes rose from ordinarily 25 cents a hamper to the highest that was paid, 60 cents a hamper, but the selling prices of beans, ordinarily $1 per hamper, reached a high of $5 per hamper.

Mr. Tipton. You said that your acreage was about 15,000 to 20,000?

Mr. Sottile. Yes.

Mr. Tipton. How much of that is improved acreage under water control?

Mr. SOTTILE. Our total farming lands which have been cultivated from one season to another is not in excess of approximately 7,000 acres. There is only approximately 2,500 acres which is under water control. We have an elaborate system of pumping which reduces materially the risk of the average farmer and, ordinarily, we can take care of a rain of 1 or 2 or 3 inches within 48 hours. For a period of 30 years the Weather Bureau reports that rainfall in December, January, February, and March does not exceed an inch and a half per month while the balance of spring, summer, and fall months bring up our total to about 58 inches for the year. Therefore, you can see that, with a reasonable pumping in winter or at the time that the crops are planted, they can be protected except for an extreme flood, which doesn't usually happen but once in every 10 years. While more pumping is desirable, what the farming industry needs most is housing facilities to improve the morale, the health, and the prospects of an agricultural worker as otherwise he is forced to live below the standard and this brings about a very distinctive inferiority complex, both for white and colored labor. The work that the Farm Security Administration is doing overcomes these difficulties and their program will be of a tremendous value to the local and out-of-State farmer who wishes to pursue that profession here for a definite annual income. Without their facilities, meaning the Farm Security Administration program, their status is only in the primitive state and in many cases tremendously injurious to the worker, who is forced to live in camps that are merely shacks owned by a farmer, who advances them a trifle out of his commissary shop and binds them for year-round work. They are continuously in debt to the farmer and have no opportunity to bargain for their labor, being compelled to take what's given to them or what is offered by the individual farmer. His indebtedness, that is to say the worker's indebtedness, is carried from one year to another so that he is continuously in debt and is not free to improve his own condition as he has no means to improve himself, as doctor bills and his general inferiority complex make him nothing short of a slave.

LABOR REQUIREMENTS

Miss PASCAL. Have you any idea of the number of workers that are needed in this area during the harvest season, both Negro and white?

Mr. SOTTILE. Definitely. By all means. There are approximately 20,000 acres constantly under cultivation and 5,000 workers can be easily supported as an average.

Mr. TIPTON. Is this constantly under cultivation?

Mr. SOTTILE. Seasonal, although we have quite an industry of limes and citrus which takes up the slack during the summer, while our farms are only under cultivation during the winter, usually from September 1 to June 1, there is always something to do on the farms. The balance of the time they can be kept busy in groves or for general improvement to the area, constructing roads, ditches, soil conservation, and general maintenance of farms.

Miss PASCAL. Then you mean that 5,000 workers could be kept busy all year round?

Mr. SOTTILE. That's exactly what I mean.

Miss PASCAL. During the harvest season I suppose you need more workers for picking and packing?

Mr. Sottile. Not exactly. While there may be more work for the average worker in the wintertime for packing, harvesting, and distribution of crops, yet 5,000 in my opinion is a reasonable average for year round to make a profitable living.

Miss Pascal. Then you don't believe that any additional workers have to come into this area during the peak of the harvesting season?

Mr. Sottile. Let me answer it this way, that if 5,000 workers were employed, additional workers during the peak loads in winter can help out in marketing the crops, although they would not be indispensable.

Miss Pascal. Of these 5,000 workers, approximately how many white workers are needed?

PART-TIME FARMERS

Mr. Sottile. I would estimate that 60 percent should be white, although every worker is also a farmer in his own right. He would plant over an acre or two of some kind of crop in his own right.

Miss Pascal. In other words, instead of spending all their time working as hired labor, you think that they could do part-time farming, growing a few acres, and would work for other farmers in their spare time?

Mr. Sottile. That is exactly what they do. In Florida City there is an established colony, principally of Italian farmers, who farm an average of 5 acres of their own and hire themselves out for the balance of the time that they are not busy.

Miss Pascal. About how many of these farmers are there?

Mr. Sottile. There are approximately 400 or 500 of those in Florida City.

Miss Pascal. About what proportion of their time do they find to spend working on other farms than their own?

Mr. Sottile. They usually are hired out whenever they can find work and during their spare time, and in the early mornings and Sundays or late in the evening they look after their own crop or, if the head of the house is hired out as a day laborer, the family usually looks after the crops of their own.

Mr. Tipton. Are these permanent residents of Florida City, Mr. Sottile, or do they come down just for the winter?

Mr. Sottile. Most of them come during the winter, although there is quite a colony that remains there the year round.

Miss Pascal. About how many?

Mr. Sottile. About one-third. They have their own groceries, their own restaurants, a hotel or two, and several small camps.

Miss Pascal. Where do these people live during the summer?

Mr. Sottile. Their permanent residence is in whatever housing they can procure but at the best they are unsanitary and of an obsolete type.

Miss Pascal. I mean, the people who don't live in Florida City during the summer months, who don't live there all the year round——

Mr. Sottile. They travel to whatever region crops are grown in which they specialize, as far north as Maine, and return for the following season.

Miss Pascal. When they follow these crops do they work as hired laborers?

Mr. SOTTILE. I believe that that is just what they do, but because we have lands available in any size, it makes it very attractive for them to select the land they like best for only a few dollars. Our rental is from $10 to $20 per acre and nearly anyone can rent a small portion to meet his wants.

Miss PASCAL. What sort of crops do these smaller farmers grow here?

Mr. SOTTILE. Diversified crops, principally tomatoes, but some beans, escarole, Italian squash, all of which have a market in the Northern and Western States.

MARKETING

Miss PASCAL. Do they also grow for the local market?

Mr. SOTTILE. The Miami market—they do in small quantities, as the local market can only absorb a small portion of their planting. We have donated 20 acres to the State for the erection of a State market. This market enables the small farmer to offer his produce in competition with the large farmer who can ship in carload lots. This medium has established somewhat of a definite market, regardless of the size of crops that the individual farmer has to offer, as trucks from everywhere in the United States purchase a truckload for cash, as they are not common carriers and must purchase their freight in order to make a profit in its transportation, and this makes an ideal arrangement for the little farmer who gets cash on the barrelhead as soon as he has produced his crop.

Miss PASCAL. Do these truckers usually purchase broken truckloads?

Mr. SOTTILE. That is exactly what they do. During the peak season we have approximately 100 of these enormous sized trucks with cash on hand ready to purchase all kinds of produce for cash.

Miss PASCAL. How long has the Florida City market been in operation?

Mr. SOTTILE. I believe that this is the third season and, while it has not done a tremendous volume, it has established a definite market price for certain commodities which is respected by the other commission houses.

Miss PASCAL. I wonder if you could tell me something about the type of farm work which these small farmers do when they hire out to other farmers? Do they do general farm work?

Mr. SOTTILE. They do picking and harvesting in harvesttime but chiefly in caring for and spraying the plants by hand, which is considered the most effective way to produce quality rather than quantity.

Mr. TIPTON. Do they work in the fields, do the Negroes and whites work together?

Mr. SOTTILE. Yes; they do. They all work together.

LABOR SUPPLY AND WAGE RATES

Miss PASCAL. You said before that there had been an adequate supply of labor in south Dade County during this season. Have wages gone up?

Mr. SOTTILE. Yes.

Miss PASCAL. Were the farmers seriously concerned this year?

Mr. SOTTILE. Yes.

Miss PASCAL. When we were down here in December they were much concerned about the supply of labor, and I wondered if they felt things were working out all right as the season progressed?

Mr. SOTTILE. As the season progressed, even though the price for labor had materially increased, they were able, at all times, to get what they wanted.

Mr. TIPTON. You mentioned awhile ago that bean prices were high this year because other areas had poor crops. Now at the time of the flood in January did you have a supply of labor move down to south Date County from the Pompano region?

Mr. SOTTILE. Overnight labor left affected areas and was instantly available here.

Miss PASCAL. You told us what the changes in wage rates for bean picking were during this season. Could you tell us what the wage rates were for other harvesting operations, for tomatoes and potatoes and other crops?

Mr. SOTTILE. Labor usually doesn't get in excess of $1.50 per 10-hour day, but this year the minimum was $2.50.

Miss PASCAL. Is that an average or a minimum?

Mr. SOTTILE. A minimum. The average was very much higher.

Miss PASCAL. That's for ordinary unskilled field labor?

Mr. SOTTILE. Yes.

Miss PASCAL. What were the rates for picking up potatoes this year?

Mr. SOTTILE. The minimum of $2.50 per day prevailed in that field.

Miss PASCAL. You used day labor for picking up potatoes?

Mr. SOTTILE. Yes.

Miss PASCAL. Do all the farmers use digging machines?

Mr. SOTTILE. Yes.

Miss PASCAL. How were the wage rates for laborers who operated machinery, trucks drivers, digging-machine operators?

Mr. SOTTILE. The same minimum exists of approximately $2.50.

Mr. TIPTON. Was that also up this year?

Mr. SOTTILE. Yes; in some cases as much as 40 to 50 cents per hour.

Miss PASCAL. Have the representatives of the United States Employment Service helped solve the farmers' labor problems? Do you know anything about what the representatives have done?

Mr. SOTTILE. I heard of their activities, but I don't think they were very effective. Labor just came to us from everywhere. They liked our sunshine. The climatic advantages of this area are far superior to any other section of south Florida.

Mr. TIPTON. The Employment Service did have a man down here?

Mr. SOTTILE. Yes; I believe it did, but it was very ineffective.

FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP

Mr. TIPTON. We have a letter from the Reconstruction Finance Corporation about the loan they made to the south Dade farms and the final paragraph is as follows:

> In January 1941, this corporation released from its mortgage a 160-acre tract in order that the borrower could deed it to the Farm Security Administration for

the purpose of erecting a migratory labor camp to provide living quarters for renters and other laborers during the growing and harvesting season.

Are they correct in this statement regarding the provision of living quarters for renters? Is that one of the objects of the Farm Security camp? Was it going to be simply a migratory laborers' camp, or was it intended to take care of some of these part-time farmers who would be coming down?

Mr. SOTTILE. We owe the Reconstruction Finance Corporation a mortgage of $250,000. They loaned us this money for general improvements of farm or drainage areas. The Reconstruction Finance Corporation does not lend for farming operations but for land owners or drainage they do. In order for us to submit to the Farm Security sites within our area, without any cost to them, it was necessary that we procure from the R. F. C. release of their mortgage. Of course, considering that we, as landowners, would be benefited and, in making ways for our individual good, it was for the good of the entire area, we are merely getting our share of the Government aid in providing this housing for agricultural workers, to those who rented our land or to anyone else who owned land or farmed in this general area.

Mr. TIPTON. Both?

Mr. SOTTILE. Yes, both renters and farm laborers would be housed, provided that the renter is of the agricultural worker type and that his usual income is exclusively from the farm and he belongs to that lower standard of wages. In other words, not the prosperous farmer.

Mr. TIPTON. You mentioned the inadequate housing awhile ago. Are most of the laborers' housing facilities located on the farms or are they in town?

Mr. SOTTILE. They are in towns and settlements that surround all of the farming area. There are unsightly shacks, camps, and trailers, within the farm and those are the only living quarters available to a farm worker.

OPPOSITION OF HOUSING OWNERS TO ESTABLISHMENT OF CAMP

Mr. TIPTON. Was there much local opposition when it was first suggested that a Farm Security camp be established here?

Mr. SOTTILE. Yes, very substantial. In fact, the chairman of the county commissioners had written letters discouraging its establishment.

Mr. TIPTON. What seemed to be the nature of the objections?

Mr. SOTTILE. In my own opinion, merely because their own interest was being affected. Anyone of prominence in this general area owns 15 to 20 shacks for which they get better than 200 percent return as rent annually. Then, too, it disturbs the arrangements of some of the farmers who have owned their own camps as I have previously discussed.

Miss PASCAL. What sort of rents do owners of private housing charge for their cabins? Does it vary a great deal?

Mr. SOTTILE. The usual rent is approximately $2.50 per week per family. The Farm Security rental is $1 per week per family.

Mr. TIPTON. I shall, at this point, introduce into the record your letter of December 20, 1941.

SOUTH DADE FARMS, INC.,
Homestead, Fla., December 20, 1941.

Mr. HAROLD G. TIPTON,
Field Investigator, House Committee Investigating National Defense Migration,
Room 306, Dade County Courthouse, Miami, Fla.

MY DEAR MR. TIPTON: I am pleased to acknowledge your letter of December 18, 1941, and assure you that it was a pleasure to give what little help I could in furthering the work of your committee.

A summary of the acreage planted by our tenants during the years requested is given below:

1938–39 season	3, 739. 95
1939–40 season	5, 893. 13
1940–41 season	4, 468. 41
1941–42 season to date	3, 652. 50

The number of our direct tenants averages around 150 per season, but inasmuch as quite a number of these tenants sublet in small parcels to numerous small growers, we estimate the number of tenants and subtenants actively engaged in producing crops on our farms to be approximately 1,000 per season, and the number of acres per tenant to average below 5 acres. These tenants migrate from practically all farming sections of the United States where winter farming is not practicable.

The information requested is given in the above form rather than in the summaries we showed you because the latter list only the direct tenant and could give you no idea of the number of actual farmers actively engaged in farming with us each season.

Trusting that this information will be of service to you and assuring you that I am at your disposal at any time you may require additional information to complete your survey of this section, I am,

Sincerely yours,

JAMES SOTTILE, Sr., *President.*

Mr. TIPTON. You were kind enough in this letter of December 20 to list a summary of the acreage planted by your tenants during the last four seasons, but, for the 1941–42 acreage, the figures were only as of that date. I wonder if you could bring that up to date and give us the final figure for the 1941–42 season?

Mr. SOTTILE. 3,824.71 acres.

Mr. TIPTON. What would be the maximum amount of acreage you have available for cultivation?

Mr. SOTTILE. Approximately 10,000 acres without any extensive expenditures for expansion.

Mr. TIPTON. Now, in this letter is the estimated number of tenant and also the number of subtenants. Could you tell us what sort of arrangements a subtenant makes? You rent the land to the tenants and then does he, in turn, rent the land to the subtenant?

Mr. SOTTILE. Yes. There is always a subdivision made of almost every rental or agreement of all rent on such basis as we may agree upon. There are always other parties that participate in that one original contract.

Mr. TIPTON. Then do you rent any of your land directly in 2-, 3-, or 5-acre lots?

Mr. SOTTILE. Yes; we do.

Mr. TIPTON. Then you do, directly, lease in small lots?

Mr. SOTTILE. Yes.

Mr. TIPTON. In addition to that, there is subleasing of small acreages?

Mr. Sottile. Yes; that's exactly what takes place. Regardless of how small a lease might be, even the family will sublet to each other an acre or two of land, and it is amazing how profitable even small plantings can be. In one case there was approximately $2,600 made net on less than 3 acres.

Miss Pascal. How much of the renting is on a share basis and how much on a cash basis?

Mr. Sottile. We only share as our interest may appear, usually a definite term, although in some cases we have arranged to advance fertilizer where the individual credit or the farmer's credit has been heretofore exhausted.

Mr. Tipton. How about the subleasing, is that largely share rental or is that cash rental?

Mr. Sottile. It is hard to say. The larger farmer, such as Capt. M. C. Hardy, who has been planting for better than 30 years, furnishes a certain definite part of the supplies for a definite part of the crop, while the American Fruit Growers have no ultimate interest in the crop except for advances made to the individual farmer and the usual rates for packing and sale of the crop.

OUT-OF-STATE GROWERS

Mr. Tipton. You said awhile ago, in the early part of our discussion, that a large number of your tenants are people who come down here from other States to farm in the wintertime and go back and farm up North in the summer. Can you give us an estimate of about how many of your thousand tenants, or what proportion of them, would be of that class?

Mr. Sottile. I would estimate that easily 50 percent of the entire area, meaning not only of our farms, but all south Dade County lands, are farmed by the out-of-State farmer, who comes down with his implements mounted on trucks, along with his labor, while his own farm is ice-bound.

Mr. Tipton. Mr. Sottile, the reports of the Florida State Marketing Bureau show rather sharp declines in the vegetable acreage, potato acreage, and tomato acreage, for Dade County in the last two or three seasons. Can you give us any indication of why this has occurred?

Mr. Sottile. Principally on account of the general farm credit having been materially curtailed to the small farmer who depends solely upon his capital and credit from the fertilizer and supply houses, while the large farmer can procure his financing through governmental agencies, when he is in position to offer them valid assets.

Mr. Tipton. You mean, such an agency as the Miami Production Credit Association?

Mr. Sottile. Yes.

Mr. Tipton. In that connection, can you give us an estimate of the capital requirements to start farming in this district, we will say, on the basis of a hundred-acre operation, assuming that the operator rents from the South Dade Farms?

Mr. Sottile. For tomatoes and potatoes, approximately 50 percent of the planting cost, the planting cost being approximately $100 to $120 per acre for tomatoes, while bean-planting cost does not exceed $60.

WATER-CONTROL SYSTEM

Mr. Tipton. We would like you to give us a description of your water-control system and why such a system is necessary.

Mr. Sottile. Our water system comprises 50 miles of large canals averaging 40 feet in width and approximately 200 miles of laterals. The lateral is built around a unit of 80 acres with an individual small pump with a capacity of approximately 15,000 gallons per minute. This individual pump regulates the feed and empties into canals. These canals are controlled by locks on the eastern boundaries and gates that prevent salt water from reaching the farming lands. The capacities of these master pumps in the main canals are approximately 250,000 gallons per minute for each. Each lock has two master pumps which control the level of the main canals and at times are capable of holding the water table within 4 feet lower than the bay level, in order to aid the individual field either by gravity or by individual pumping.

Miss Pascal. What is the horsepower and capacity of these pumps which you need to drain this huge area?

Mr. Sottile. Our total water pumping capacity of all farms exceeds 2,000,000 gallons per minute. Then, too, our average potato planting must be made in the early part of November in order to obtain the greatest results and unless the land is dried by means of pumping, if we have had an unusually wet October, the planting would be delayed through December and December planting of potatoes has not been commercially profitable.

Miss Pascal. You mean, Mr. Sottile, that the later planting of potatoes comes into competition with northern potatoes?

Mr. Sottile. Not altogether, as the market is usually ours through March and potatoes do not take more than 90 days to grow, but we find that, unless we plant the potatoes in the early part of November, there is a prevailing blight which curtails the growth.

Miss Pascal. Is that late blight?

Mr. Sottile. Yes. It does not bring the maximum yield per acre as the plant has less life to live.

Mr. Tipton. As I understand it, then, your organization maintains the major pumps and major canals but there are the smaller canals surrounding the individual fields and that water control is taken care of by the tenants. Is that correct?

Mr. Sottile. Yes.

Mr. Tipton. Now, can you give us an estimate of what the cost per acre to the South Dade Farms is for the major water control and what the cost is to the individual for his supplementary water control?

Mr. Sottile. We make a charge of $1 per acre on all lands that are benefited by our master pumping. The usual charge for the individual farmer, to either rent or operate his own pump, is approximately $5 per acre, in order that he is able to maintain a water table within his own farm to his own liking. We also can lock the eastern gates and operate our western pumps to give an area of approximately 2 square miles irrigation whenever the water table is found to be too low.

Mr. Tipton. Does this dollar-an-acre charge on land benefited by water control approximately cover the cost to you?

Mr. Sottile. Approximately.

Mr. TIPTON. Does it cover the overhead?

Mr. SOTTILE. It does not. The investment is taken care of by our total income.

Mr. TIPTON. How big are the plots surrounded by canals?

Mr. SOTTILE. We have canals a mile apart and we have laterals a quarter of a mile apart enveloping an 80-acre tract so that the 80 acres is made a perfect island.

Mr. TIPTON. Then there are no ditches except around the 80-acre tract?

Mr. SOTTILE. Except where the individual farmer chooses to build a small farm surface ditch to aid the run-off of any low spots on his field.

Mr. TIPTON. Then, the individual farmer maintains these lateral canals?

Mr. SOTTILE. No, we maintain all canals and ditches and laterals.

Mr. TIPTON. But where the individual farmer wants to control the water table more exactly——

Mr. SOTTILE. Then he does the controlling but we do the maintenance.

Mr. TIPTON. At what level do farmers usually try to keep the water table? How much below the surface?

Mr. SOTTILE. All of our lands have but approximately 2 feet of soil, as we are on the land with a lime rock base. The water table seldom leaves the limerock. Usually an inch or two above the limerock is an ideal water table for planting.

Mr. TIPTON. So that would be about 22 or 23 inches below the surface?

Mr. SOTTILE. Yes.

Mr. TIPTON. What percentage of your property is made up of marl and what percentage is rocky?

Mr. SOTTILE. All of our farming land is marl as we cannot farm rock land except in small plots by hand only.

Mr. TIPTON. Can you give us an estimate of the fertilizer costs per acre?

Mr. SOTTILE. The cost of fertilizer varies for each crop. A good fertilizer for potatoes would cost $45 per ton and for tomatoes around $35 per ton and for beans probably around $25 per ton.

Mr. TIPTON. How much land would that ton cover?

Mr. SOTTILE. The usual average is a ton per acre.

DEVELOPMENT OF PROJECT

Mr. TIPTON. We would like to know something about the history of this project, how it developed, how long you have been connected with it, and the process of development of your organization here.

Mr. SOTTILE. Having had a passion for land, owing to a long line of ancestors who have owned and operated farms, vineyards, and grovelands, it was a hobby of mine to establish an area that could be made reasonably safe for cultivation and, being that south Dade is the farthest southland in the peninsula of the United States, where the hours of sunshine are greater and that crops can be raised when no other section of the United States could produce them, we established ourselves here in Homestead in the year 1934 and, with the aid of my family, consisting of two husky youngsters, the operation began and, while we have made some progress with Government aid, yet the entire project is in its infancy and will require much planning and years of labor to coordinate the housing, railway, water transportation, truck transportation, for all to dovetail into a farming area that will supersede any other location in the United States, both from soil and climatic advantages.

Mr. TIPTON. Was the land here improved when you took it over in 1934?

Mr. SOTTILE. No, these lands that we took over in the year 1934 were first planted in the year 1910 and settled somewhat in the year 1916. Then they went through the great inflation of value during the boom days, as we call it, 1925, and its value for sale had increased beyond the farming value. In fact, the surrounding cities included them as city property and taxed them in excess of $10 per acre for the privilege of being within incorporated limits of a city, which discouraged the farmer and, in the course of a few years, the entire area became a wild forest and not suitable for any planting.

Mr. TIPTON. Then when you took over in 1934, you installed water control?

Mr. SOTTILE. We gradually installed water control and cleared the lands and began the farming operation which you see here today.

Mr. TIPTON. You gradually built the project up and a year or so ago got this loan from the Reconstruction Finance Corporation to make additional improvements, and now you are going ahead with additional water control facilities?

Mr. SOTTILE. This loan was obtained about 3 years ago and it wasn't until this loan was obtained that, although we had made experiments, we were able to capitalize on our experiments and purchase these enormous pumping facilities, as well as other machinery for the maintenance of roads, ditches, canals, as a private drainage area.

COOPERATIVE HOMESTEAD PROJECT

Miss PASCAL. Mr. Steffani told us that you were interested in the idea of a cooperative homestead project down here.

Mr. SOTTILE. Yes, very much indeed.

Miss PASCAL. I think Mr. Steffani said you had offered to sell the Government a tract of land for such a project if they were interested.

Mr. SOTTILE. Yes, indeed, and I think the project will be a very worth while one.

Mr. TIPTON. What sort of project do you have in mind?

Mr. SOTTILE. To establish cooperative farming on approximately 5,000 acres subdivided into 40 acres with individual homes for the farmer, with chickens and cows to help and to promote small planting of miscellaneous crops, as well as the standard money crops which we now raise. There are many more crops that can be raised in our area most profitably if such an enterprise could be established whereas now only large operators dominate the market for proven crops, and many miscellaneous crops can eventually be developed to be major crops. In fact, the potato planting for this area is but 10 years old and it was merely through accident that some of our old-timers found that manganese was essential for its production in commercial quantities and since we have been a noted potato section where before merely small plots were grown, none in commercial quantities. Our entire area is still pioneering. What we can do remains to be seen by what effort we shall develop the soil.

VEGETABLE CANNING

Mr. TIPTON. Do you believe there is any future down here for a vegetable canning industry?

Mr. SOTTILE. There is a definite future as, at times, competing areas render our crop unprofitable for shipping and it is abandoned in the field.

Miss PASCAL. Do you mean, however, that it would not be possible to grow some crops here exclusively for canning? Do you think that canning could only be done with surplus crops?

Mr. SOTTILE. No; I don't think so. You see bean planting, in order to be profitable, should be planted weekly from the beginning of our farming season on through to the end, so that some of our weekly plantings reach the high markets but we have no market for seconds or commercial quantities.

Miss PASCAL. Then you think that the second picking of beans and beans that mature when the market is low could be canned, and that this area could support canneries?

Mr. SOTTILE. Yes, indeed.

Miss PASCAL. Do you think that any other crops besides beans might be canned down here?

Mr. SOTTILE. Beans and tomatoes are the most crops that can be canned now in commercial quantities, but the canning of vegetables is rapidly expanding to many other crops, and the field I would say is unlimited.

Mr. TIPTON. Can you tell us what the 1940 population of Homestead was?

Mr. SOTTILE. Approximately 3,500.

Mr. TIPTON. Can you give us an idea of the population of Florida City?

Mr. SOTTILE. Approximately a thousand.

Miss PASCAL. Thank you very much, Mr. Sottile.

EXHIBITS

EXHIBIT I

RECONSTRUCTION FINANCE CORPORATION,
Washington, November 28, 1941.

HOUSE COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION,
550 House Office Building, Washington, D. C.

GENTLEMEN. Reference is made to your letter dated November 18 requesting certain information with reference to drainage and water control districts upon which the RFC hold old bonds in the State of Florida.

Attached hereto is the information on each individual district requested insofar as we are able to furnish it.

I trust this will meet your requirements.

Very truly yours,

ALBERT L. STRONG,
Chief, Drainage and Irrigation Section.

Enclosure.

NOVEMBER 27, 1941.

DRAINAGE AND WATER-CONTROL DISTRICTS TO WHICH THE RECONSTRUCTION FINANCE CORPORATION HAS AUTHORIZED LOANS—IN THE STATE OF FLORIDA

Bimini drainage district, Flagler County.—Reconstruction Finance Corporation loan, $32,788.96; refunding loan for 33 years; number of farms, 50; total acreage, 24,511; cultivated acreage 4,500; all acreage is privately owned. Population 200; crops produced—potatoes, corn, cabbage, cow peas, vegetables.

OFFICERS' NAMES AND ADDRESS

E. F. Warner, President, Board of supervisors, Bunnell, Fla.
G. E. Allen, member, Bunnell, Fla.
H. C. Miller, member, Bunnell, Fla.
Z. E. Booe, sectreary-treasurer, Bunnell, Fla.
H. T. Cooke, attorney, Bunnell, Fla.

Napoleon B. Broward drainage district, Broward County.—Reconstruction Finance Corporation loan $192,602.01 Refunding loan for 33 years; number of farms 72; total acreage 81,336; cultivated acreage 5,500; approximately all acreage privately owned. Population 500; crops produced—oranges, grapefruit, potatoes, string beans, tomatoes, strawberries, lettuce.

H. M. Foreman, president, Fort Lauderdale.
T. T. Parker, member, Dania.
W. H. Aires, secretary-treasurer, Fort Lauderdale.
Earl Hendrickson, engineer, Fort Lauderdale.
John Kennedy, attorney, Fort Lauderdale.

Clewiston drainage district, Hendry County.—Reconstruction Finance Corporation loan $79,722.23 (includes $25,000 for rehabilitation); refunding and rehabilitation loans for 33 years; number of farms 25; total acreage 3,322; cultivated acreage 2,700; all approximately privately owned; population 3,500; crops produced—cabbage, celery, beans, tomatoes, potatoes, sugar cane.

F. Deane Duff, president, Clewiston.
R. Y. Patterson, secretary, Clewiston.
J. E. Beardsley, member, Clewiston.
W. C. Owen, engineer and treasurer, Clewiston.
Evans, Mershon & Sawyer, attorneys, First National Bank Building, Miami.

Davenport drainage district, Polk County.—Reconstruction Finance Corporation loan, $24,600. Refunding loan for 33 years; number of farms, 15; total acreage, 8,757; cultivated acreage, 2,500; approximately all acreage privately owned; population, 115; crops produced—citrus fruits. There is also some extensive cattle raising carried on within the District.

P. E. Williams, president and treasurer, Davenport.
J. E. Williams, member, Davenport.
Robt. T. Dewell, Secretary and attorney, Haines City.
R. A. Sterzik, engineer, Haines City.

Dover drainage district, Hillsborough County.—Reconstruction Finance Corporation loan, $56,500. Refunding loan for 33 years; number of farms, 623; total acreage, 11,191; cultivated acreage, 3,000; approximately all acreage is privately owned; population, 1,500; crops produced—strawberries, oranges, tomatoes, grapefruit.

John W. Gallagher, president, Dover, Fla.
John F. Walden, member, Dover, Fla.
H. T. Gallagher, member, Dover, Fla.
Lenna R. Jaudon, secretary, Dover, Fla.
F. E. Moody, treasurer, Plant City, Fla.
H. C. Phillips, attorney, Citizens Bank Building, Tampa, Fla.

East Palatka drainage district, Putnam County.—Reconstruction Finance Corporation loan $36,000; refunding loan for 33 years; number of farms, 52; total acreage, 5,641; cultivated acreage, 1,580; approximately all acreage privately owned; population, 450; crops produced—potatoes, cabbage, truck gardening.

J. H. Millican, chairman, Palatka, Fla.
T. M. Waldron, member, East Palatka, Fla.
P. B. Williams, member, Palatka, Fla.
N. W. Keller, secretary-treasurer, Palatka, Fla.
E. W. Watkins, engineer, Palatka, Fla.

Everglades drainage district.—Reconstruction Finance Corporation loan, $5,660,000; refunding loan for 35 years; number of farms, 4,374; total acreage, 4,529,830; cultivated acreage, 255,000; approximately all acreage privately owned; population, 60,000; crops produced—vegetables, sugarcane, citrus fruits, strawberries.

Mark Tennant, chairman, Miami, Fla.
Earl McDaniel, member, West Palm Beach.
James E. Beardsley, member, Clewiston.
George A. Chalker, general manager, West Palm Beach.
K. M. Throop, treasurer, 1107 Biscayne Building, Miami.
M. Lewis Hall, attorney, Ingraham Building, Miami.

Fort Lauderdale-Middle River reclamation district. Broward County.—Refunding loan for 33 years; Reconstruction Finance Corporation loan, $71,800; number of farms, 54; total acreage, 4,560; cultivated acreage, 500; acres improved, 3,450; approximately all acreage privately owned; population, 10; crops produced—tomatoes, green beans, eggplant, and peppers.

J. D. Hawkins, chairman, Oakland Park, Fla.
J. B. Johns, member, Oakland Park, Fla.
Charles H. Lindfors, auditor, Fort Lauderdale, Fla.
George W. English, Jr., attorney, Fort Lauderdale, Fla.

Fort Pierce Farms drainage district, St. Lucie County.—Reconstruction Finance Corporation loan, $157,000; refunding loan for 33 years; number of farms, 56; total acreage, 22,118; cultivated acreage, 4,384; approximately all acreage privately owned; population, 250; crops produced—citrus fruits and vegetables.

C. R. Negus, president, route 2, Fort Pierce, Fla.
Mrs. Margaret A. Quesse, member, Route 2, Fort Pierce, Fla.
Ruhl Kableguard, member, Fort Pierce, Fla.
L. O. Stephens, receiver, Fort Pierce, Fla.
Lucy J. Needles, secretary, Fort Pierce, Fla.
E. O. Denison, attorney, Fort Pierce, Fla.

Indian River Farms drainage district, Indian River County.—Reconstruction Finance Corporation loan, $149,973.16; refunding loan for 33 years; number of farms, 250; total acreage, 47,367; cultivated acreage, 7,606; approximately all acreage privately owned; population, 350; crops produced—citrus fruits and vegetables.

M. T. Baird, president, Vero Beach, Fla.
R. J. Young, member, Vero Beach, Fla.
J. Hubert Graves, member, Wabasso, Fla.
Charles A. Mitchell, attorney, Vero Beach, Fla.

Iona drainage district, Lee County.—Reconstruction Finance Corporation loan, $137,000; refunding loan for 33 years; number of farms, 100; total acreage, 23,188; cultivated acreage, 7,500; approximately all acreage privately owned; population, 1,200; crops produced—peppers, tomatoes, eggplant, potatoes, cucumbers, citrus fruits.

Thomas M. Biggar, president, Main and Monroe Streets, Fort Myers, Fla.
J. S. Gillentine, member, 2224 Jackson Street, Fort Myers, Fla.
R. W. Randall, member, 123 First Street, Fort Myers, Fla.
J. D. Lynn, member, 20 Earnhardt Building, Fort Myers, Fla.
R. V. Lee, secretary-treasurer, 9 Collier Arcade, Fort Myers, Fla.
Lynn Gerald, attorney, 3 Collier Arcade, Fort Myers, Fla.

Lake Largo-Cross Bayou drainage district, Pinellas County.—Reconstruction Finance Corporation loan, $40,000; refunding loan for 33 years; number of farms, 800; total acreage, 13,187; cultivated acreage, 2,825; approximately all acreage privately owned; population, 250; crops produced—truck gardening, lands used mostly as pasture for dairying.

W. A. McMullen, Jr., president, Largo, Fla.
Bertha R. Hancock, secretary, Box 207, Largo, Fla.
F. R. Franke, treasurer, care of Florida Power Co., St. Petersburg.
Bayard S. Cook, attorney, St. Petersburg.

Lake Mango drainage district, Hillsborough County.—Reconstruction Finance Corporation loan, $11,500, refunding loan for 33 years; number of farms, 56; total acreage, 2,300; cultivated acreage, 1,000; approximately all acreage privately owned; population, 350; crops produced—corn, vegetables, and potatoes.

E. D. Wilson, president, 706 Stovall Professional Building, Tampa, Fla.
A. B. Jordon, member.
G. G. Hawkins, member.
Mrs. Mary Hamilton, secretary-treasurer, 706 Stovall Professional Building, Tampa, Fla.
William E. Thompson, attorney, 908 First National Bank Building, Tampa, Fla.

Lake Worth drainage district, Palm Beach County.—Reconstruction Finance Corporation loan, $612,249.01 (includes $168,000 for rehabilitation, construction, etc.); refunding and rehabilitation loans for 33 years; number of farms, 400; total acreage, 123,000; cultivated acreage, 22,034; approximately all acreage privately owned; population 1,500; crops produced—lima beans, squash, egg plant, peppers, tomatoes, potatoes and flowers.

Max H. C. Brombacher, president, West Palm Beach.
M. A. Weaver, member, Boynton.
L. M. Studstill, member.
R. V. Jones, member, Pompano.
H. E. Motter, general manager, 301 North Olive Avenue, West Palm Beach.
C. P. Blackwell, attorney, 501 Harvey Building, West Palm Beach.

Little River Valley drainage district, Dade County.—Reconstruction Finance Corporation loan, $110,458.84; refunding loan for 33 years; number of farms, 100; total acreage, 2,962; cultivated acreage, 2,962; approximately all acreage privately owned; population, 3,000; crops produced—string beans, tomatoes, potatoes, peas, strawberries, lima beans.

J. G. Dupuis, chairman, unknown.
Earl M. Rader, member, unknown.
F. M. Soar, member, unknown.
Edna C. Bayston, secretary-treasurer, 52 West Flagler Street, Miami, Fla.

Melbourne-Tillman drainage district, Brevard County.—Reconstruction Finance Corporation loan, $358,933.30; refunding loan for 33 years; number of farms, 106; total acreage, 57,343; cultivated acreage, 10,630; approximately all acreage privately owned; population, 220; crops produced—citrus fruits, truck gardening; cultivated pasture.

A. A. Camerer, president and superintendent, Melbourne.
Sam Roberts, member, Melbourne.
Lock Davidson, treasurer and overseer, Melbourne.
Ernest H. Every, secretary-correspondent, Melbourne.

Naranja drainage district, Dade County.—Reconstruction Finance Corporation loan, $40,354.90 (includes $5,000 for rehabilitation, construction, etc.); refunding loan for 33 years; rehabilitation loan for 5 years; number of farms, 84; total acreage, 7,142; cultivated acreage, 4,000; approximately all acreage privately owned; population, 20; crops produced—potatoes, tomatoes, and other vegetables.

Francis M. Dolan, president, 1817 Granada Boulevard, Coral Gables.
J. H. Estes, member, 4652 Southwest Fourteenth Street, Miami.

W. L. Shoemaker, member, 2421 San Domingo Street, Coral Gables.
Albert H. Hinman, secretary and correspondent, Florida City.
A. R. Livingston, engineer, Homestead.
Thomas B. Everhart, attorney, Miami.

North St. Lucie River drainage district, St. Lucie County.—Reconstruction Finance Corporation loan, $500,693.27 (includes $91,500 for rehabilitation, construction, etc.); refunding and rehabilitation loans for 30 years; number of farms, 392; total acreage, 71,000 (21,000 district owned); cultivated acreage 24,000; district-owned uncultivated acres; balance of acreage is privately owned; population, 3,000; crops produced—citrus fruits.

E. L. Wiley, president, Fort Pierce, Fla.
N. F. Enns, member, Fort Pierce Fla.
S. F. Overstreet, secretary-correspondent, Fort Pierce, Fla.
J. M. Knight, vice president, Vero Beach.
St. Lucie County Bank, treasurer, Fort Pierce, Fla.
Walker Liddon, attorney, Fort Pierce, Fla.

Pahokee drainage district, Palm Beach County.—Reconstruction Finance Corporation loan, $31,683.78; *Pahokee drainage district (east unit) Palm Beach County.*—Reconstruction Finance Corporation loan, $114,980.09; refunding loan for 33 years; number of farms, 500; total acreage, 20,026 and east unit 14,342; cultivated acreage, 17,608 and east unit 8,582; approximately all acreage privately owned; population, 5,500; crops produced—cabbage, celery, beans, tomatoes, potatoes, sugarcane.

R. Y. Patterson, president, Clewiston.
W. P. Jernigan, member, Canal Point.
R. G. Johnson, Sr., member, West Palm Beach.
Harold Rosenberg, secretary-treasurer, Canal Point.
Evans, Mershon & Sawyer, attorneys, Miami.

Pelican Lake subdrainage district, Palm Beach County.—Reconstruction Finance Corporation loan, $205,754.12 (includes $8,500 for rehabilitation, construction, etc.); refunding and rehabilitation loans for 33 years; number of farms 75; total acreage, 8,320; cultivated acreage, 7,563; approximately all privately owned; population, 1,000; crops produced—sugar peas, egg plant, beans, peppers, tomatoes, sugarcane.

R. Y. Patterson, president, Clewiston.
F. E. Bryant, member, Canal Point.
C. V. Hudson, member, Canal Point.
Harold Rosenberg, secretary-treasurer, Canal Point.
Evans, Mershon & Sawyer, attorneys, Miami.

Slavia drainage district, Seminole County.—Reconstruction Finance Corporation loan, $31,000, refunding loan for 33 years; number of farms, 25; total acreage, 4,454; cultivated acreage, 1,000; approximately all privately owned; population, 250; crops produced—citrus fruits, celery, and mixed vegetables.

John Duda, president, Oviedo.
Charles T. Niblack, member, Oviedo.
P. Bayard Smith, secretary-treasurer, 200 North Park Avenue, Sanford.
Fred R. Wilson, attorney and correspondent, P. O. Box 978, Sanford.
Fred T. Williams, engineer, City Hall, Sanford.

South Florida conservancy district, Palm Beach and Hendry Counties.—Reconstruction Finance Corporation loan $622,500 (includes $120,000 for rehabilitation, construction, etc.). Refunding loan for 33 years and rehabilitation loan for 29 years; number of farms, 1,000; total acreage, 31,315; cultivated acres, 30,000; all privately owned; population, 15,000; crops produced—sugarcane and vegetables.

R. Y. Patterson, chairman, Clewiston.
J. F. Scullen, member, Belle Glade.
Walter R. Hooker, member, Belle Glade.
W. M. Jeffries, secretary-treasurer-correspondant, P. O. Box 236, Belle Glade.
George G. Hills, engineer, Jacksonville.
Raymond R. Richardson, attorney, Harvey Building, West Palm Beach.

South Tampa Farms drainage district, Hillsborough County.—Reconstruction Finance Corporation loan, $76,000; refunding loan for 33 years; number of farms, 114; total acreage 16,577; (5,385 district owned); cultivated acreage, 1,640; approximately all privately owned; population, 600; crops produced—truck and general farming.

L. D. Patterson, chairman, Tampa.
W. B. Gray, member, Tampa.

J. C. Bowman, Jr., secretary-treasurer-correspondent, Tampa.
H. S. Phillios, attorney, Citizens Bank Building, Tampa.
McElroy Engineering Co., 404 Franklin Street, Tampa.

Southwest Tampa storm sewer drainage district, Hillsborough County.—Reconstruction Finance Corporation loan, $1,100,000; refunding loan for 33 years; number of farms, 1,353; total acreage, 13,016; cultivated acres, 100; approximately all privately owned; population, 15,000; crops produced—assorted vegetables.

Lem P. Wood, president, 36th Street south of Broadway, Tampa.
Richard E. Knight, member, Tampa.
Julian Cooper, treasurer and correspondent, P. O. Box 29, Tampa.
V. H. Osborn, secretary, Tampa.
McElroy Engineering Co., 404 Franklin Street, Tampa, Fla.
Doyle E. Carlton, (for receiver), 1214 First National Bank Building, Tampa, Fla.
Giles J. Patterson, special attorney, Tampa, Fla.
W. F. Himes, special attorney for condemnation proceedings, Tampa, Fla.

Sugarland drainage district, Hendry and Glades Counties.—Reconstruction Finance Corporation loan, $192,995.81 (includes $62,000 for rehabilitation, construction, etc.); refunding and rehabilitation loans for 33 years; number of farms, 13; total acreage, 41,356; cultivated acreage, 2,450; approximately all privately owned; population, 1,000; crops produced—sugar cane, beans, cabbage, potatoes.

F. Deane Duff, president, general manager, and correspondent, Clewiston.
R. Y. Patterson, secretary, Clewiston.
J. E. Beardsley, member, Clewiston.
W. C. Owen, engineer and treasurer, Clewiston.
Frances Small, bookkeeper, Clewiston.
Evans, Mershon & Sawyer, attorneys, First National Bank Building, Miami.

Wahneta drainage district, Polk County.—Reconstruction Finance Corporation loan, $14,000; refunding loan, 33 years; number of farms, 45; total acreage, 3,200; cultivated acreage, 1,500; approximately all privately owned; population, 1,000; crops produced—citrus fruits, trucking, and general farming.

Thomas W. Brodgen, chairman, Winter Haven.
J. B. Thornhill, member, Winter Haven.
Alfred Carlstrom, member, Winter Haven.
W. J. Touchton, secretary-attorney and correspondent, P. O. Box 33, Winter Haven.
McElroy Engineering Co., 404 Franklin Street, Tampa.
L. B. Anderson, treasurer, Exchange National Bank, Winter Haven.

Zellwood drainage and water control district, Orange County.—Reconstruction Finance Corporation loan, $400,000; construction loan for 35 years; number of farms unknown; population unknown; acreage, 8,861; cultivated acreage, estimated, 8,355; crops produced—celery, tomatoes, and other vegetables.

John F. White, president and correspondent, Zellwood, Fla.
L. C. Beck, secretary-treasurer, Zellwood, Fla.
Benjamin Foster, member, Minneola, Fla.
George B. Lynch, engineer, Lynch Building, Jacksonville, Fla.
DeVane, Andrews & Patterson, attorneys, Florida Bank Building, Orlando.

Exhibit 2.—Loan to South Dade Farms, Inc.

Reconstruction Finance Corporation,
Washington, February 3, 1942.

House Committee Investigating National Defense Migration,
550 House Office Building, Washington, D. C.

Sirs: Chairman Tolan's letter of January 28, 1942, addressed to Mr. Strong, has been referred to me for attention inasmuch as the loan to South Dade Farms, Inc., of Homestead, Fla., is under my jurisdiction.

We are glad to give you the following information regarding advances to this company:

1. The company's property consists of approximately 16,500 acres of land located about 20 miles south of Miami at Homestead, Fla., having a population of some 4,000 to 5,000. It is our understanding that there are few people living in this particular region except those in the town of Homestead.

2. The entire acreage is in one body of land, but is subdivided into small tracts to suit the renter. Approximately 7,500 acres are under cultivation. Potatoes, beans, and tomatoes are the principal crops produced.

3. This Corporation made two loans to the subject company, one for $175,000, maturing May 15, 1948, with provision for semiannual payments of $12,500 beginning November 15, 1942, and one loan for $75,000, having a balance due at this time of $58,382.15. The latter amount matures May 15, 1942. Both loans are secured by a first mortgage on borrower's entire acreage and improvements, together with all machinery and equipment.

4. You are correct in your understanding that the entire land under the mortgage to the Corporation is owned by South Dade Farms, Inc., and it is rented to individual farmers. To the best of our knowledge, they have from 75 to 100 individual renters occupying acreage of from 100 to several hundred acres each.

In January 1941, this Corporation released from its mortgage a 160-acre tract in order that the borrower could deed it to the Farm Security Administration for the purpose of erecting a migratory labor camp to provide living quarters for renters and other laborers during the growing and harvesting season.

Very truly yours,

W. E. Stroud,
Assistant Chief, Examining Division.

EXHIBIT 3.—LETTER FROM J. H. CALLAHAN, JR., MANAGER, FLORIDA FARM PLACEMENT SERVICE, TO L. S. RICKARD, DIRECTOR, FLORIDA STATE EMPLOYMENT SERVICE, CONCERNING THE FARM PLACEMENT PROGRAM IN DADE COUNTY

Miami, Fla, *December 23, 1941.*

Subject: Farm placement program.

Mr. L. S. Rickard,
Director, Florida State Employment Service,
City Office Building, Tallahassee, Fla.

Dear Mr. Rickard: Immediately upon my return from Tallahassee, following our discussions on the above subject, I contacted the county agent in this county and on Thursday, December 11, a meeting of the land use planning committee was held, at which arrangements were made for a subsequent meeting and a labor committee of that group appointed.

I met with the labor committee, consisting of the following: Herbert Vance, Perrine; Cecil Barber, Peters; D. P. Blake, Jr., Goulds; Robin Bryant, Princeton; Carl Deden, Homestead; Paul Haley, Florida City; representing the three areas in this county; Monday night, December 15, at Goulds, Fla. At that meeting, two resolutions were adopted:

1. That the Florida State Employment Service dispatch a farm placement officer to this area as soon as possible as there is a distinct need for this representative now.

2. A resolution expressing the desire to have the migratory camps, being constructed in the Homestead area, completed by January 15 at the latest, with especial attention being given to the completion of the Negro camp as rapidly as possible as the needs of this area are largely for Negro farm workers, there being, at the present time, a sufficient number of white workers.

During the discussions had at this meeting, it was recommended that three other meetings be held in the county for the purpose of getting the information necessary in order to know just what the needs of this community would be during the coming harvesting season. Meetings were scheduled for December 18 at Homestead, December 19 at Goulds, and December 22 at Perrine. Those members of the labor committee in each district would take charge of their own meeting, following notices sent out by the county agent's office.

Each of these meetings have now been held and there were present at the Homestead meeting, exclusive of officials, 16 growers; at the Goulds meeting, 19 growers; and at the Perrine meeting, 16 growers. From all of these meetings and discussions, I have drawn the following conclusions:

1. That there is going to be a definite need for the employment service in this county this year in order to assist in recruiting farm labor.

2. That the growers and packers are anxious and willing to cooperate with the Service to attain this end.

3. That it is recognized that the service cannot be a cure-all for the ills of this group, but that it can assist as an informational center and a traffic bureau for labor that is brought into this area to help in the harvesting.

4. That the service should be able to assist in recruiting workers from Miami principally for the bean harvest.

5. That the service can be of help in recruiting tomato pickers from areas outside of this county and outside of the State if necessary.

6. That the survey blanks, now being filled out by the farmers in this area, will show clearly the needs of this group.

7. That the farm placement representative put into this area should be, preferably, a southerner with some experience in recruiting farm labor and in handling Negroes. If possible, his experience should have been had in south Florida.

Many other points were discussed at the various meetings. It is planned that a meeting of the labor board will be held sometime shortly after Christmas to study the returned survey forms and to definitely make recommendations as to the needs of the community during this coming harvesting season.

At the meeting held in Perrine on the night of December 22, those present were pleased to hear from Mr. Robinette, who accompanied me to this meeting. Mr. Robinette explained to them the purpose of our service and some of the experiences that the service had already encountered at other points in this State. A number of the group were anxious to get some word from Mr. Robinette as to just what method would be used in bringing in help from outside of the State.

Quite a discussion followed. It appears that the tomato growers, principally in the Peters and Perrine areas, are quite different in their needs than the bean growers in Goulds and Homestead. This particular group are large operators with ample quarters for their Negro help. Their help generally goes to the field at 7 a. m. inasmuch as it is not necessary for the dew to be off the vines to pick tomatoes as is the case with beans. They work their help 10 hours a day for $1.75 wages per day. They likewise provide them with quarters, which the bean growers do not have. In light of these conditions, they felt they were in a better position to take help imported from distant points and they proceeded to mention the following towns with which they had personal contact and from which they feel sure Negroes can be recruited for work in this area: Macon, Madison, Eatontown, Fort Valley, Moultrie, and Perry, all in Georgia. They would like to have us inquire of the Georgia State Employment Service offices in those respective areas if they can recruit farm labor for this need and through our services, notifying us when the crews are ready and they will dispatch trucks up to our office for the loading of these farm workers. According to the information furnished us by four of the large growers in this area, they can absorb immediately 500 workers and prefer them to be from the areas listed above, which they claim have ample Negro workers available and not working at the present time. We would appreciate it if you would direct an inquiry to these points, merely as an informational questionnaire, and find out if these workers, male or female, can be obtained. All of these groups have been so wholeheartedly cooperative in their meetings with us down here, that I know they will enthusiastically receive any encouragement you can give them through this inquiry. They are really a fine group of growers and workers and I am very anxious to get them every bit of farm help that is possible to secure.

As explained above, these tomato pickers are different than the bean-picking group, who can be imported from Miami at 9 or 10 o'clock in the morning, after the dew is off the vines, and then be transported back to Miami again each night.

In the various meetings held, I informed those groups that we would place a farm placement officer in this area who would assist the farmers in this recruitment. You will see elsewhere in this report the type of man they would like to have sent. * * *

After talking over the type of grower in this area as compared with those in the Glades area with Mr. Robinette last night, I have come to the conclusion that we have an entirely different type of individual down here—one who is wholly cooperative, as much as farmers can be, and willing to work to a common end from which they all will benefit materially.

Will you kindly let me hear from you if there are any suggestions you have to offer in furthering this farm placement organization work in this county, as well as letting me know how soon we may expect the appointment of a farm placement officer for this area?

Very truly yours,

J. H. Callahan, Jr., *Manager.*

EXHIBIT 4.—LETTER RECEIVED FROM CHARLES H. STEFFANI, DADE COUNTY AGRICULTURAL AGENT, WITH RESULTS OF A LABOR SURVEY TAKEN DURING DECEMBER 1941.

COOPERATIVE EXTENSION WORK IN AGRICULTURE AND HOME ECONOMICS,
State of Florida, May 7, 1942.

Mr. HAROLD G. TIPTON,
Field Investigator, 550 House Office Building,
Washington, D. C

DEAR MR. TIPTON: I have your letter relative to our survey on the labor situation which we conducted last December. At the time we set up a labor committee in the county agriculture planning council representing farmers in six communities of the county. Afterward these committee groups held meetings with the farmers in each of the six communities representing the principal agriculture section in the county from Miami to Florida City. The results of these meetings and of the survey made you will find on the enclosed tabulated sheet. We are also enclosing the farm labor survey form which we sent out at the time.

I think that our survey is fairly accurate and is not overestimated, and whereas it does not cover all of the vegetable farms in the county I think it does cover the large operators who had need of considerable labor during harvesting season more so than the small farmers who generally carry a normal crew to handle their crops during the season.

This survey was very useful to us and to the Federal employment agency in working out a program in advance in order to take care of the farm labor situation which would have been a serious problem if it had no been for a very heavy rain in the Pompano section of Broward County in early January which relieved considerable labor in that section that migrated to south Dade County.

So far as we know there are no part-time farmers in Dade County, that is, those who do farming even in a small way do not work for other farmers during slack periods. We are in hopes that the Federal Employment Service will be so organized that they will be in a better position to take care of the farm labor situation than they were last year. It appears that it was a new program so far as their organization was concerned, and they were not familiar with the handling of migratory farm labor.

The employment agencies have a tendency to believe that labor in the cities can be used for farm work, but from our observation this is not the case because city labor is not familiar with farm operations; and most of this labor resent somewhat the fact that they have to go to work on a farm, therefore in order to get suitable farm labor it is necessary to take labor from farming areas in the southern States rather than try to utilize those who have to live in the city and are used to city life, and in most cases the Federal employment agencies have city labor registered through their office.

There should be some kind of a coordinated program by the Federal Employment Service whereby they can shift farm labor from one area to another. All of us are very much concerned about the farm labor situation for the coming season, which, as you know, begins in this section around the 1st of October.

There is a strong movement back to agriculture, and there will undoubtedly be a large increase in farm operations in south Florida next winter, and plans should now be formulated to take care of this labor situation and the Federal Employment Service should be in a position to help solve this problem. They have been very cooperative so far in the program and gave every assistance possible the past season, but I am still inclined to believe that if it had not been for the disaster in Broward County we would have had a difficult situation the past farming season. I understand that the Federal employment agencies are somewhat handicapped by regulations relative to taking labor from farm areas close by before extending their program to other States. It appears to us that when the cotton and tobacco crops in the Southern States have been harvested there should be plenty of farm labor that could be shifted to south Florida during the winter months and then returned to those areas in the spring.

Yours very truly,

CHARLES H. STEFFANI,
County Agent.

(Form used in the farm labor survey made in Dade County for estimating labor available and labor requirements for the 1941–42 harvest season)

FARM LABOR SURVEY

Name: --
Address: --
1. Number of acres in farm---
2. Acres planted to beans----------, tomatoes----------, potatoes----------
3. Number of present employees-------------------------------------
4. Available labor quarters------------------- No. units----------------
5. Labor needed---
6. Approximate date of harvest, from----------------- to---------------
7. Labor requirements peak of harvest---------------------------------
8. Prospective yield, heavy------------------- or light------------------
Remarks: --

Summary of Dade County farm labor survey, 1941–42 season

Vegetable farms	189
Acreage in farms	30, 430
Vegetable farms reporting	53
Acreage on farms reporting	16, 708
Percentage of farms reporting	27. 8
Percentage of acreage reporting	54. 9
Number of acres in potatoes on farms reporting	2, 799
Number of acres in beans on farms reporting	2, 215
Number of acres in tomatoes on farms reporting	9, 343
Number of acres in other truck crops on farms reporting	2, 351
Present employees	2, 073
Labor needed normally	2, 208
Labor needed for peak harvest	3, 840
Available labor quarter units	1, 214

Approximate date of harvest: Jan. 1 to 10, to Apr. 1 to 15, 1942.

EXHIBIT 5.—DEMAND FOR MIGRATORY AGRICULTURAL LABOR IN FLORIDA

FEDERAL SECURITY AGENCY,
SOCIAL SECURITY BOARD,
UNITED STATES EMPLOYMENT SERVICE,
Tallahassee, Fla., June 4, 1942.

MR. HAROLD G. TIPTON,
Field Investigator, House Committee
Investigating National Defense Migration,
Congress of the United States, Washington, D. C.

DEAR MR. TIPTON: Your letter of June 1 addressed to Mr. A. Frederick Smith, regarding migratory agricultural labor in Florida, has been referred to me as his successor.

Our agricultural labor reports for the past season indicate peak agricultural labor needs of 8,000 workers in Broward County, 5,000 workers in Dade County, and 12,000 workers in Palm Beach County. The above figure for Palm Beach County does not include agricultural labor needs for sugarcane workers in the Lake Okeechobee sugarcane area, which extends into Palm Beach, Henry, and Glades Counties. Our reports indicated that 6,000 cane cutters were needed in this area last season; however, the sugarcane in this area was harvested without loss through the use of 5,000 cane cutters, and the crop was a record-breaking one. The maximum agricultural labor demand for Broward, Dade, and Palm Beach Counties and the Lake Okeechobee sugarcane growing area was, therefore, for 30,000 workers. There was, of course, some dovetailing of employment among these counties, so that the total demand was probably somewhat less than 30,000. Our latest reports on the agricultural labor situation in this area indicate that 1,500 workers are engaged in the cultivation of sugarcane in the Lake Okeechobee area and that approximately 7,500 workers remain in Broward, Dade, and Palm Beach Counties. It therefore appears that the maximum estimate of the number of migratory agricultural workers utilized in this area during the past season would be 21,000.

We do not have available any reliable information regarding the agricultural labor supply and demand situation for this area during the 1940–41 season.

For further information regarding this matter we suggest that you write Mr. A. Frederick Smith, who is now the regional labor market analyst for the Bureau of Employment Security. His address is given below:

Mr. A. Frederick Smith,
Regional Labor Market Analyst,
Bureau of Employment Security,
Birmingham, Ala.

Very truly yours,

L. S. Rickard,
Director for Florida, United States Employment Service.
By Robert B. Beasley,
Chief, Reports and Analysis Unit.

RBB:em

Exhibit 6.—Glades Farm Project for Low-Income Farm Families

United States Department of Agriculture,
Farm Security Administration,
Okeechobee, Fla., May 15, 1942.

Mr. Harold G. Tipton,
Field Investigator, House Committee
Investigating National Defense Migration,
550 House Office Building, Washington, D. C.

Dear Mr. Tipton: I acknowledge receipt of your letter of recent date requesting information regarding Glades Farms, Inc., which is, as you know, a Florida corporation of low income farm families who have received financial and supervisory assistance from this Department.

1. (*a*) Low income farm families are unable to secure the use of Florida Everglades muck lands, mainly because the productive lands which are under water control are either owned or leased by large operators who do not sublease to the small farmers at rental terms which are reasonable.

(*b*) It is practically impossible for a small farmer to operate water control equipment on a small acreage efficiently, since the entire water control structure is based on water levels in large areas.

(*c*) So far as I know there are no reasonable credit arrangements available to the small farmer in this area at the present time. This organization did, for several years, attempt to finance and supervise small farmers in the area and by experience found that individually, on small tracts, these farmers could not operate effectively enough to compete with the large industrialized operators

(*d*) Other factors which not only hinder but practically make it impossible for a small farmer to operate successfully are his inability to purchase materials at basis prices; his inability to market produce without going through several buyers; his inability to secure timely farm labor; his inability to follow a crop planting and harvesting program which would provide for the harvesting of crops throughout the fall, winter, and spring months. There are also many other minor problems.

2. (*a*) Glades Farms, Inc., is a corporation incorporated within the State of Florida. Its membership consists of the heads of 150 low income farm families. It is to be operated as a single corporate unit, the corporation being managed by a board of directors elected by secret ballot by the membership, the representative of the Farm Security Administration acting as manager for the board of directors and also acting as countersigner of corporation funds. The approved loan from the Farm Security Administration to Glades Farms, Inc., totals $1,345,314, upon which interest has been waived for the first 3 years, being the development period; thereafter the loan is for 3 percent. Debt retirement is over a 50-year period and based on a variable payment principle which allows the corporation to repay its interest and principal based on its earning ability each year.

(*b*) The total land involved is 6,200 acres, approximately 5,000 of which is in Everglades mawgrass muck. This is to be developed into three major income activities, the production of truck crops, the production of grade A raw milk for distribution to the Florida east coast tourist centers, and the fattening out of beef cattle. All three of these activities have been proven successful in the area. One hundred and fifty subsistence farm sites will be developed of sufficient size and design to enable each farm family to produce their subsistence needs.

3. The complete justification and organization has been worked out based entirely on the experience which the Farm Security Administration has had in dealing with low-income farm families in the area and its primary object is to make it possible for the small operators to pool their resources and in so doing meet the competition of industrialized operators.

4. All land purchases contemplated have been completed and all engineering field work necessary for the water control structure has been completed. Actual development operations are to be begun when, and if, approval is received from the War Production Board.

Trusting that this is the information required, and if there is anything which we may be able to do, please do not hesitate to request it.

Yours very truly,

FRANK W. WILLIAMSON,
Projects Manager.

FWW/hw.

EXHIBIT 7.—MARKETING OF PRODUCE IN SOUTH FLORIDA

UNITED STATES DEPARTMENT OF AGRICULTURE,
FARM SECURITY ADMINISTRATION,
Lake Worth, Fla., June 2, 1942.

Mr. HAROLD G. TIPTON,
Field Investigator, House Committee Investigating
National Defense Migration,
Washington, D. C:

DEAR MR. TIPTON: The marketing situation in south Florida has probably contributed more toward keeping economic hands tightly around the low-income farmers' throat than any other single factor.

There are two methods employed by our farmers in marketing their produce. The first one is of minor consideration, as but a small amount of produce is marketed in this manner, and is employed by small farmers who grow a great number of miscellaneous crops which are sold locally to stores, restaurants, hotels, etc. The method used by the bulk of the farmers growing crops such as squash, beans, limas, peppers, eggplants, etc., is that of selling the produce through the State markets.

As you probably gathered in our previous conversation, my concern is for the small, low-income farmer. I am repeating this because many of the things that I am writing you about do not affect the large operators who have their own packing plants and their own sales organization.

Farmers selling their produce on the State markets in this locality are completely at the mercy of the buyers, or possibly it might be the brokers, or probably it is both. The farmer must deal with a broker in order to sell his produce. Buyers will not buy directly from the farmer, but will only buy from a broker. The farmer has no choice in the matter, except that if he does not want a broker to handle his produce he can consign it directly to the northern market. This practice in the past has proven to be unprofitable.

The farmer dealing with the broker never knows the actual selling price of his produce; he only knows what the broker tells him. On occasions, farmers have been able to find that their produce actually sold for $1 or $2 per package more than the broker's return showed.

Our cooperative purchasing and marketing association has been formed, but we need help from some experienced marketing specialists. Some farmers are prone to believe that their produce is the best and there are others who may tend to have the top of the basket possibly too well garnished, so it was in our minds to put up a small packing plant through which all the produce could be passed. The cooperative could then market according to grade under its own trade-mark. The manner in which this produce is to be actually sold is the problem still facing us. It has been thought a representative of the cooperative might be stationed on the local market. Another thought was to have the representative in the North and the produce shipped to him for marketing and distribution. So far that point has not yet been settled.

Another sore point amongst our farmers, of course, has been the shipment of vegetables from Cuba and Mexico, offering direct competition to the produce grown in this area.

It should be realized, of course, that there are two sides to every question and that nobody can paint as black a picture as a farmer, but there is also no doubt but that the marketing situation in south Florida needs a thorough housecleaning.

I hope that what I have written is of some help to you. If we can be of further assistance please do not hestitate to write us.

Sincerely yours,

Marcel A. Boudet,
County Rural Resettlement Supervisor.

Exhibit 8.—Letter Received From Ulric J. Bennett, Broward County Superintendent of Public Instruction, Fort Lauderdale, Fla.

(This letter was in reply to a request from the committee staff for information in answer to the questions enumerated)

1. How long is the school year? Nine months.
2. During what period are schools in session? All white schools have been in session in past years from September 15 to June 1. About 50 percent of Negro schools have had the same schedule while the other 50 percent have opened in July, closed at Christmas for bean picking, and reopened about April 1. At the present time we are considering exchanging other school dates, but no action has been taken.
3. What are the daily school hours? 8:30 to 3.

Ulric J. Bennett, *Superintendent.*

June 13, 1942.

Exhibit 9.—Surplus Commodity Case Loads in Everglades Section of Palm Beach County

District Welfare Board, District No. 10,
West Palm Beach, Fla., January 9, 1942.

Mr. Harold G. Tipton,
Field Investigator, House Committee
Investigating National Defense Migration,
Miami, Fla.

Dear Mr. Tipton: We received your letter of January 6 regarding the Surplus Commodity case loads in the Everglades section of Palm Beach County for the past 3 years. * * *

We have always found it necessary to adjust case loads in that section in relation to employment facilities, and when plenty of work is available, able-bodied persons are removed from the rolls. When there have been freezes or other conditions affecting the farming industry, the State welfare board has issued surplus commodities on an emergency basis at the request of growers and city and county officials of that section.

Following the freeze of January 1940 this agency certified approximately 9,000 cases on an emergency basis. These cases were all closed in March 1940, as soon as farm work was again available.

In July and August of the same year, approximately 1,700 cases were certified on an emergency basis. This was requested following a mass meeting of growers and city officials held at Belle Glade and was made necessary because of the number of migrant laborers who had been left stranded there for the summer months because of the previous poor farming season. These cases were closed when farm work opened up in October.

Again in January and February of 1941, commodities were given to 2,087 cases on an emergency basis following a freeze and were closed in March.

Since our conversation of January 5, at which time our case load was 94, we have received further complaints to the effect that able-bodied persons were still leaving the fields to call for commodities, and in order to make sure that this assistance is restricted to only those who are unable to work, we have canceled all cases in the Everglades area. Persons reapplying will be put back on the list if found to be eligible.

We hope this information will be helpful, and if we can be of any further assistance do not hesitate to call upon us.

Sincerely yours,

(Mrs.) ALICE MATHER, *Director.*

AM–bc.

EXHIBIT 10.—STATEMENT OF CLARENCE R. BITTING, PRESIDENT, UNITED STATES SUGAR CORPORATION, FOR HOUSE COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION

On August 14, 1940, at Montgomery, Ala., Clarence R. Bitting presented to your committee an outline and explanation of conditions on the plantations of United States Sugar Corporation in the Florida Everglades. Speaking in general terms, the conditions which then existed continue to exist on the plantations excepting that, in line with the long-term program of the corporation, the physical conditions in the various villages have been improved and extended, and to meet the increases in cost of living, occasioned by existing economic conditions, substantial wage increases have been granted which, in many instances, have been far in excess of rates determined by Secretary of Agriculture to be fair and reasonable.

The recent harvest season was the longest ever recorded in the Everglades, lasting 182 days. For reasons affecting our entire national economy and the Nation's labor supply, our turn-over has increased and we have not experienced the free inward flow of labor which was always available in the past; although our labor supply might be termed "tight" during the past season, we were not short of labor at any time excepting for the usual few days after the monthly pay day.

The principal factors causing a disappearance of a labor surplus in the Everglades are the same factors which have resulted in similar conditions throughout the country and include the transfer to the armed forces of many permanent employees as well as seasonal employees; the increasing tightness of labor supply in the home areas of the seasonal employees caused by the same factors as affected the permanent employees in the Everglades; and the lure of the big city and war-industry plant on all country-bred people, but more particularly the "floater type," which creates much of the surplus supply in normal times.

It is reasonable to expect that the factors which caused a tightening of the labor supply during the past harvest season will be even more pronounced during the forthcoming harvest and for this reason we are, to the extent materials are available, putting into operating condition the harvesting machines which we laid aside during the years that unemployment was prevalent throughout the country. The number of machines we will be able to place in operating condition is restricted by the existing demand for metals, motors, and machinery, and it is therefore doubtful if as much as, and certainly not more, than 10 percent of the field force can be replaced by machinery during the forthcoming harvest. Should conditions become more aggravated in the future it may become necessary to appeal for governmental priorities in connection with the fabrication of more machines to replace a constantly diminishing labor supply.

We have been asked specifically to comment on Farm Security Administration camps in the Everglades, but feel that the vegetable farmers of the area are in a much better position to supply comment based upon experience with such services. In passing, it might be noted that during the spring of 1941 we offered temporary employment for a number of residents of such camps but such offer was not accepted.

Ever since the sugar-producing properties in the Everglades were acquired by United States Sugar Corporation, we have conducted diversification studies. As a result of such studies we are presently producing one-third of the Nation's normal needs of lemongrass oil, the entire demand for which was formerly met by imports from the Orient. We have also demonstrated that beef cattle can be finished for market in south Florida through dry-lot feeding of a mixture of spent lemongrass and molasses supplemented by minor quantities of other products which could, quite easily, be grown in the vicinity. We have completed all studies and research in connection with both sweetpotatoes for starch and peanuts for oil, although we have not been granted adequate priorities for their production, despite the acknowledged pressing needs for such products.

More recently we presented a proposal for the production of rubber substitutes involving the cultivation of approximately 100,000 acres of sugarcane, sweetpotatoes, and peanuts, of which we suggested one-half be produced by independent farmers. Nothing definite has been received relative to such proposal. Such program would provide year-round employment for probably 7,500 heads of families and, through transfer of presently cultivated lands to such staple crops, should tend to decrease the seasonal movement of field labor. Such program would likewise tend to fill the presently existing valley in labor demand and thus tend to further stabilize employment in the area. It is, of course, essential that the housing program of the corporation be expanded and extended to meet the needs of the expanded labor requirement; it is to be expected that the independent farmers would likewise extend and expand their housing facilities to meet their own needs.

The cultivation of sugarcane for sugar has now reached the limit of the capacity of existing facilities. Further plantings of sugarcane for sugar should not be encourated until and unless adequate priorities for construction materials and equipment are available and some assurances given the operators that they will not be deprived of the American market when the peace has been won.

At the present time we maintain 11 villages (1 of which serves 2 plantations) of varying size to meet the needs of the particular plantation. It is our endeavor to provide a housing unit for each family on the plantation; seasonal employees who do not have their families with them, are housed in similar units but not individually. It is our studied plan to provide family housing units as rapidly as steady employment can be provided for additional workers.

A cane-cutting crew consists of a varying number of men, usually 25 to 30, who select their own leader. Some of the men in the group cut, top, and strip the cane, the others load it in wagons placed as directed by the crew or group leader. Each wagonload of cane is weighed at loading hoist and duplicate weigh ticket delivered to the group leader; at the end of the day, the wagons of each group are tallied, the rate extended, and the group earnings divided equally amongst all members of the group. This information is posted each day on the village bulletin board so that it may be readily checked by all concerned. The rates paid for cutting and loading cane are fixed in 6 groups of cane varieties and condition and minimums are fixed by Secretary of Agriculture.

Most, if not all, seasonal labor comes from the cotton-producing areas of nearby States, as our harvest season fits into the period of low-labor demand in the cotton fields and thus, insofar as such labor is concerned, aids in providing year-round employment to persons who might otherwise be employed for but a half year or less. In the past we have found that those who were returning for seasonal employment usually acted as excellent "recruiters" for any additional help we might need; in addition to this service we received from our older employees it has been the practice to have the personnel officers visit the various towns from which our labor needs have been supplied to ascertain the number of workers who might be expected from each such area and in this connection we have found the Federal Employment and Farm Placement Services to be of very real assistance, particualrly in helping the men get started to the Glades, making sure their clearances were in proper order, etc., and in furnishing replacements for men who were drafted or who left for other reasons.

The transportation problem will probably be more serious in the near-term future than it has been in the past. Heretofore many of the men came in their own cars, often bringing others along from their home town; in other instances some plantation operators brought men to us so that such men might have year-round employment, and either coming or sending for them when needed at home; in still other instances we assisted the men in making arrangements with someone of their acquaintance to bring them to the Glades. For some few years, the railroads have cooperated in operating "cane cutter specials" at the beginning and end of the season; it is to be expected that greater use will be made of this means of transportation in the future.

During the past harvest very close and effective cooperation has been effected with United States Employment and Farm Placement Services and it is expected that through this means much of our needs will be met during the forthcoming harvest. With the growing demands of the armed forces, the increased industrial activity generated by the war effort, and the requests for increased agricultural production to supply the needs of all the United Nations, it is only reasonable, and in accord with experiences of the past, to expect a demand for farm labor in excess of the available supply; such conditions are bound to create dislocations which cannot be foreseen at this time and which must be met as they arise if the full effort required at this time is to be met.

EXHIBIT 11.—EXTRACTS FROM BELLE GLADE HERALD

(January 23, 1942)

DEFENSE COUNCIL SAYS "WORK OR FIGHT" MEANS IT—DEPENDENCY IS ONLY REASON FOR DEFERMENT BY DRAFT BOARDS

In order to further the "all out" policy of the President, which calls for the full use of all workers, the defense councils of Belle Glade and Pahokee appeared before local draft board No. 4 Tuesday to ask aid in the campaign of "work or fight."

While it was agreed that a policy of sending the no-good workers to the Army and keeping the good ones might be a wise one, the board pointed out that the National Selective Service has issued instructions under the laws passed by Congress under which it must work. No class deferment is allowed, nor is any class selection allowed.

"How will it affect the national defense?" is the question that must be answered in each case.

"Will the dependent's economic and social status be materially disrupted with the reminder that the economic is the more important?" must be considered where there is any dependency claimed.

A member of the board stated: "There is absolutely no regulation to defer married men. The sole deciding factor is dependency. This board has ruled that because a man is married and has no children is no determent to his wearing a uniform. If he does not support them materially then he is subject to call. If he works only part time it is obvious that his family has no need of his support. I do not see any reason for the board to change its ruling in this time of national emergency."

Joe Friedheim, vice chairman of the local defense council, stated: "It seems that under the rulings of the local board the farmers of the community can get action by reporting to the board any man who refuses to work even though he is married. If he is not working more than 2 or 3 days per week his family can't need him too much for support. It must be remembered, however, that it must be substantiated that the man has consistently refused to work. It is," he continued, "important that everyone be in a position to prove to the board that he does work regularly."

(May 8, 1942)

GAS FOR WORKERS WHEN SEASON IS OVER IS ASSURED—AMPLE PROVISION MADE IN RATIONING FOR LABOR MOVEMENT

Glades farmers are in the midst of harvesting a bumper crop with a scarcity of labor. Canning plants with the output practically all contracted for the Army and Navy are anxious about the gas rationing which will prevent their return to the other States for summer harvests after May 15 and consequently are leaving before they normally would.

At a meeting Saturday afternoon the farmers discussed the situation with Allison T. French, United States Employment Service officer, and H. B. Jones, of the Farm Placement Service. Telegrams were sent to George L. Burr, State defense council chairman, and to Eugene S. Matthews, railroad commissioner, in an effort to relieve the problem and at the same time prevent foreign trucks from moving labor to other States. Legal authority to impede or prevent removal of labor was asked. Sufficient gas to return to places of employment when season is finished here was secured.

In a letter to Luther Jones, chairman of the Belle Glade Defense Council, Mr. Burr stated that he had forwarded a copy of his telegram to State rationing administrator, W. C. Sherman. Mr. Sherman's reply is printed elsewhere on this page. He wired Mr. C. P. Cobb, county rationing administrator, as follows:

"Take every possible step to prevent exodus of labor; ample provision is made in rationing program to take care of this labor when ready to move, whenever that may be."

Mr. H. B. Jones, who is stationed at Camp Osceola, stated that residents of the camp there were staying and that enough workers were now here to supply the demand of the canning plant.

Farmers are still having difficulty in getting enough labor to pick beans but the quick action taken has relieved the situation.

Gas for Workers

Labor gathering crops will be provided with ample gasoline for returning to their homes after gathering has been finished.

W. C. Sherman,
State Rationing Administrator.

(May 15, 1942)

Police Powers to Stop Labor Slow-Down Requested—Draft Board Resolution Urges Stoppage of Labor Walk-Outs

Sit-down strikes in the Glades?

"Come to think of it maybe; 'yes.' Well, come to think of it some more, we do have 'em." "When a Negro goes to the field and gets two tickets, one for breakfast and one for the crap game, and then quits, I guess he is on a sit-down strike. When another bunch begins picking at 11 o'clock and picks 'til 2 and then quits, I guess he's on a sit-down strike too, because he's made $3 and that's all he wants." When he's got a misery (from too much 'jooking' the night before) or when he's got a sick grandmother or a friend in jail he must see about, yes, I guess he's on a sit-down or a slow-down."

"Quite definitely, we have sit-down and slow-down strikes in the bean fields of the Glades."

This is a Shangri-la soliloquy of the Glades.

The local draft board gets down to business and makes a very definite recommendation and exposes some serious thought on the subject of farm labor in a resolution passed Tuesday at a regular meeting, as follows:

Whereas this board is continuously faced with the necessity of classifying farm labor, because a great majority of the energy of the territory of the board is toward the production of foodstuffs which are either sold direct to the armed forces as green vegetables or to canning plants for filling direct orders from said armed forces; and

Whereas a great number of these registrants are normally subject to classification as 3–A due to dependents; and

Whereas we are informed by large farmer employers, and believe it to be so, that from 30 to 50 percent of the man-hours of farm labor in our territory are lost through refusal to work, or in effect "sit down" action, and we have reported to us the names of persons participating in such slow-down activities; and

Whereas a careful canvass of packing houses, brokers, and farmers disclose that not more than 40 percent of the remaining 7,000 acres of beans, celery, and tomatoes already grown and to be harvested within the next 30 days will be harvested due to labor shortage and the above-mentioned slow-down activities; and

Whereas that students of such activities anticipate a greatly magnified state of confusion for the coming season and that definite action and that definite and effective action is imperative to forestall a hopeless disaster for farmers through indifference, ignorance, and complete lack of patriotism which amounts to most effective sabotage to the war effort: Now, therefore, be it

Resolved by Selective Service Board No. 4, Palm Beach County, That it is urgently necessary that police powers be delegated to the proper authorities to insure that this stoppage of the food-for-victory program may cease at once; and that in our opinion there is as much justification for induction of farm labor into compulsory service as farm labor, as there is for inducting producing individuals into the armed service.

(May 22, 1942)

REGULATION OF DRAFT EXPLAINED AT MEETING TUESDAY—50 BOARD MEMBERS ARE INSTRUCTED TO DEAL LESS LIBERALLY

"Selective service boards," says Lt. Col. R. G. White, of the headquarters, "rather than 'draft boards' is the proper name. The idea is that each person living in the United States owes it to his country to answer for military service when needed. Because there are inequalities in a volunteer method of raising an army there has been set up a selective system. It is the purpose of the local draft boards to select those who best fit into the armed services, rather than 'draft' anyone."

At a meeting of the Martin and Palm Beach County boards Tuesday night Gen. Vivian Collins, assisted by Colonel White and Major Couchman, reviewed selective service regulations and answered all questions put by the various board members and clerks.

Among the instructions given was to interpret the regulations less liberally than heretofore, because of the calls being made by the Army. Dependency or employment in essential industry contributing to the war effort are the only reasons for putting a physically acceptable man in a deferred class, it was stated. Attention was called to the fact that a great number of married men with wives not dependent on the husband's income for normal life's necessities, would automatically be in A–I.

Men normally in class 3 will be put in III–A and III–B. The III–B class are those with dependents who are also in essential industry. It is expected that III–A men will be subject to call if and when the proposed increase in pay and subsistence bill is finally agreed on.

The big job of local boards, it was pointed out, is to administer the selective service law fairly and to sell to the public the whole idea.

(June 5, 1942)

TRUCKLOADS OF NEGROES LEAVING

With the assurance that the rains have brought the vegetable deal to a sharp close, Negroes who had remained to assist in harvesting the scattered fields of tomatoes, potatoes, corn, eggplant, and black-eyed peas, loaded up Thursday in trucks and headed for northern harvesting areas. Many of the Negroes "beat it" several weeks ago because they feared that they would not be able to get gas for transportation, and a serious labor shortage was averted by farmers persuading several hundred pickers to stay by assurance that they would be provided with transportation to the northern sections of farm activity.

Ray Whitlock headed one caravan of nine trucks and Buster Shiver took another which included six trucks. Each truck was loaded to its capacity, wooden benches having been built along the sides and in a double row through the center. Baggage racks were built on top of the cabs, sufficient to carry the meager baggage required by these transients.

As soon as the summer harvests in the north are finished the trek back to the Glades will begin—we hope. With an ever-increasing demand for food production, the labor problem of next year is one which growers of this section are experiencing some apprehension over now.

(June 12, 1942)

FARMERS TALK CROP REDUCTION BECAUSE OF LABOR SHORTAGE

While a "food for freedom" inventory of farm production capacity is being planned by the State defense council, some large-scale vegetable growers in the county are planning curtailed planting next fall because of labor uncertainty.

County agent M. U. Mounts has been told some farmers plan to plant only half, and some only a third of their usual acreage.

Negro vegetable pickers have, in many cases, either gotten other and better paying jobs or have gone into the Army, according to his information. Some Negro workers, still available at higher pay than they used to get for picking beans, spend their increased earnings at "jooking" in off hours, with the result that they are unfit for work several days a week.

Another factor tending to reduce fall planting in the fall is the fact that the heavy rains lately, and resultant crop damage, decreased the amount of money they will have available to invest in new fall crops.

While the Federal Government is giving attention to the farm labor situation, its efforts have not as yet produced anything definite enough for growers to use as a basis for their plans, so has been learned here.

In connection with the "food for freedom" inventory Mounts said it probably would be necessary to make a recheck of information developed by a previous inventory in this county and that the Federal Government wants food productions kept up to last year's level.

(June 19, 1942)

Colored Laborers Moved by Starling

Quentin Starling, who moved 375 colored laborers to New York last summer by truck to work in bean fields, is moving an even greater number this summer. Of the 375 taken north last summer, 373 returned to the Everglades with Mr. Starling in the fall, 2 remaining on the job in the North throughout the year.

Mr. Starling plans to move 1,200 this summer. Thirteen truckloads have already left in the last 2 weeks and 12 more truck loads will leave this week. They will all be employed as bean pickers on one project in central New York. Outside of the Everglades this is said to be the largest bean growing section in the United States.

All labor will be given free transportation there and back and free living quarters during their stay during the summer harvesting of snap beans. Work will be continuous as fancy beans will go to market and the surplus to the canneries.

While much of the labor is going from the Glades, Mr. Starling has recruited laborers from Homestead to Delray Beach along the east coast. He states that he has had no difficulty in filling his quota for pickers but that it has been a problem to secure a sufficient number of trucks on which to transport them.

It is expected that these laborers taken to New York for the summer season will return to the Glades and lower east coast in time for the south Florida season, thus giving the labor year-round work and insuring the return of seasonable labor to this section in time to handle the fall and winter crops.

These Negroes will take the places of white labor called to the Army and defense projects as there are practically no colored labor in that section of New York, he said. The experiment last season proved the feasibility of this movement of labor for seasonal work.

(June 19, 1942)

Truck Loads of Laborers Leaving for California

Everett Waters, who has been engaged in crop harvesting in the upper Everglades during the winter, has received a call from California for labor for Jackson Perkins Co., of New York, farmers and nurserymen operating near Oakland, Calif., said to be the largest organization of its kind in the world. Mr. Waters is leaving with a truck load of Negroes for Pleasanton, Calif., near Oakland, this week. California labor shortages have been made acute by the Government movement of Japanese labor to camps far from the west coast, leaving vacancies which must be filled by Mexican, white, and colored labor brought in for the seasonal work. Mr. Waters states that these laborers which he is taking to California will be returned here in time for the fall picking season in November.

J. C. Campbell, of South Bay, is leaving this week with a truck load of Negroes for western Kansas to relieve shortages of labor in the harvest field of his father.

(July 3, 1942)

Belle Glade Colored School Has Summer Term

In anticipation of an acute labor shortage for next winter's vegetable harvesting, all possible precautions are being taken now to prevent a serious hazard to the farming industry, and in cooperation with the local growers, the county school board is carrying on a summer term in the Negro schools in order that the bean pickers of school age may work in the fields next year without neglecting their education.

Alton Williams, superintendent of the colored schools and principal of the Okeechobee Migratory Camp School, is assisted by Lilian Bryant, principal of the Belle Glade Negro School. Both report a good summer enrollment in spite of the fact that hundreds of the migrant Negroes have gone to other scenes of harvesting activities for the summer.

Exhibit 12.—Land Development in the Everglades

By Fritzie P. Manuel, Member of Staff, Select Committee Investigating Nation Defense Migration, Washington, D. C.

The term "Everglades" designates that portion of Florida which encircles Lake Okeechobee in a narrow strip of land and extends, in a nearly level plain, from the southern and southwestern shores of the lake at 15 feet above sea level to the southern tip of the State, a distance of approximately 90 miles; the average east-west span is 40 miles, the whole basin comprising an area of 2,800,000 acres.[1] On the east, the Everglades reach almost to the Atlantic Ocean. They are bounded on the south and west by mangrove and other swamps, of which the most extensive is the Big Cypress Swamp, sometimes erroneously regarded as continuous in soil composition and vegetation with the Everglades proper. The Everglades include significant portions of Glades, Hendry, Collier, Monroe, Dade, Broward, and Palm Beach Counties, and, along the northern and northeastern rim of Lake Okeechobee, a belt of territory which runs through Okeechobee and Martin Counties. This area is not to be confused with the Everglades drainage district, an administrative division within whose limits are 1,500,000 acres of marl, timber, and prairie lands, as well as the Everglades proper; nor is it to be confused with the extent of the grant of 1850, under which there have been patented to the State more than 20,000,000 acres of swamp, overflowed, and other lands, including the Everglades.

The Everglades are a concave, partially submerged bog, whose outlines are marked by a somewhat higher ridge of rock or limestone. Porous limestone is the foundation of the bog, upon which layers of sand, alluvial deposits, and decayed vegetable matter form muck or peat soil which varies from 2 to 14 feet in depth.[2] Muck of the greatest depth is found in land bordering the lake, in the central part of the Glades.[3] Although the terms "muck" and "peat" are used interchangeably in descriptions of Everglades farming, there is a basis for distinguishing between the two types. Muck, in particular custard-apple muck (derived from the short, gnarled tree bearing that name) is a friable soil, of high mineral content, less subject to shrinkage under cultivation. This type of soil is confined largely to a strip a few rods to 2 or 3 miles in width, bordering the southern and eastern shores of Lake Okeechobee. Custard-apple muck does not require much fertilizing to render it fit for cultivation. The remainder of the Everglades is true peat, a highly nitrogenous soil characterized by the growth of sawgrass, a tall, sturdy plant with serrated edges. Peat is liable to greater shrinkage than custard-apple, and demands a longer curing period and greater fertilization.[4]

GENERAL PROBLEMS OF EVERGLADES FARMING

Cultivating Everglades land presents special difficulties, most of which are allied with the problem of adequate drainage. Land submersion in this area is due to tidal waves or overflow from Lake Okeechobee, into which the Kissimmee River to the north drains its waters, to the level character of the region, and to the porous soil, which retains excess moisture. Florida's uneven precipitation, with heavy rainfalls concentrated during certain seasons, reacts upon both of these factors.

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[1] Florida State Geological Survey, Seventeenth Annual Report, 1924-25, Tallahassee, 1926, p. 40; R. G. Skerrett, Farms for the Everglades, Scientific American, vol. 158, No. 6, June 1938, p. 327.

[2] J. O. Wright, The Everglades of Florida, Tallahassee, 1912, p. 22; G. C. Matson and S. Sanford, Geology and Ground-Waters of Florida (U. S. Geological Survey, Water-Supply Paper 319), Washington, 1913, pp. 56-58.

[3] Irrigation in Florida, U. S. Department of Agriculture Bull., No. 462, February 16, 1917, p. 12.

[4] E. R. Lloyd, Agricultural Possibilities of the Florida Everglades (S. Doc. 85), report transmitted to the division engineer, U. S. Army, August 28, 1929, pp. 2-4. Another variety, elderberry muck, is similar in composition to custard-apple. For technical discussion of Everglades soils, see paper, Soils of the Everglades, by Charles B. Evans, survey supervisor, Everglades project, Soil Conservation Service, to be published by the Soils Science Society of Florida.

Early efforts at drainage were confined to a system of main or arterial canals designed to carry off Okeechobee's floodwaters to ocean and gulf, thereby keeping down the level of the lake and preventing its overflow, and to drain from the Everglades moisture deposited by heavy rains. The system failed to accomplish the purposes for which it was devised. Only two of the canals, the Caloosahatchee and the St. Lucie, provided satisfactory outlets seaward, the others being too flat in slope to affect appreciably the lake's level.[5] The main canals, surcharged with Okeechobee's waters, were unable to receive the contents of lateral canals built to take care of surface-water accumulations in the Glades. It was found also that the canals could drain only immediately adjacent lands and required supplementary drainage works, operated in small units, to draw off the water from the rest of the area. Finally, canals alone did not afford sufficient protection from overflow during major climatic disturbances. The hurricane of 1926 raised a tidal wave which pushed through the earthen levees built along Okeechobee's southern shore[6] and flowed out into the Glades. Loss of life was placed at 250 persons, property damage at $1,221,340. Again in 1928, when a hurricane caused the lake to swell over its levees, 2,400 people lost their lives, and property damage was estimated at $2,039,900.[7]

To prevent a recurrence of these disasters, in June 1929 the Florida Legislature passed a law (Laws of Florida, ch. 13711) creating the Okeechobee flood-control district and endowing it with responsibility for flood control and navigation in the Caloosahatchee, Okeechobee, and Everglades areas. The district, which includes coastal cities such as Miami, Palm Beach, and Fort Myers, is administered by a board of commissioners appointed by the Governor. The district is empowered to levy taxes on an ad valorem and acreage basis; proceeds of the taxes provide funds for the board's operating expenses as well as for the retirement of bonds, which may be issued to the amount of $5,000,000. In the discharge of its functions, the board is expressly authorized to negotiate with the Federal Government for joint undertakings.[8]

By June 30, 1929, the United States Government had already expended more than four and a half million dollars for improvements to harbors and rivers within the Okeechobee flood-control district.[9] Under the River and Harbor Act of July 1930 the Corps of Engineers of the United States Army improved the St. Lucie and Caloosahatchee channels receiving Lake Okeechobee's discharge, in order to keep the lake level at 14 to 17 feet.[10] In addition, they dredged a navigation channel paralleling the southern shore, erected steel hurricane gates where each drainage canal meets the lake, and constructed levees along the lake shores. These levees, made with marl, rock, and sand, have bases of 200 feet, crest elevations of more than 30 feet, and a width of 20 to 30 feet at the summit.[11] An act passed in 1935 charged the Federal Government with maintenance of the project.[12] By April 1939, when 95 percent of the project was completed, the United States had spent $18,000,000 on its construction and maintenance.[13] Under the terms of the 1935 act, local participation was limited to $500,000, although it had originally been fixed at $2,000,000.[14]

The siphoning off of Okeechobee's floodwaters and construction of safeguards against hurricanes did not eliminate the necessity for subsidiary drainage to take care of excess surface waters in the Glades. The West Palm Beach, Hillsboro, North New River, and Miami canals, built by the Everglades drainage district, are now devoted chiefly to this function.[15] Subdrainage districts have been established with embankments thrown up around their boundaries to shut out the water, and with lateral ditches meeting at a central point where pumping equipment is available.[16] The individual farmer must link his own acreage with ditches serving the area as a whole. He relies on pumps to regulate the water supply within a section; he builds field ditches emptying into the deeper laterals; and he may draw horizontal "mole drains" 3 feet below the soil's surface to carry the water into the several field ditches. Otherwise, the land will be imperfectly drained.[17]

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[5] House Committee on Rivers and Harbors, Caloosahatchee River and Lake Okeechobee Drainage Areas, Florida, interim report (H. Doc. 469), Washington, 1939, p. 8.

[6] Construction of levees began in 1921 (ibid., p. 18).

[7] House Committee on Rivers and Harbors, Caloosahatchee River and Lake Okeechobee Drainage Areas, Florida. interim report (H. Doc. 469), p. 17; R. G. Skerrett, op. cit., p. 326.

[8] Okeechobee flood-control district, Caloosahatchee River and Lake Okeechobee Drainage areas: a report to the United States district engineer, Washington, 1930, pp. 15–16. As Florida is debarred by its constitution from issuing bonds, it sets up quasi-public corporations for these purposes.

[9] Okeechobee flood-control district, Caloosahatchee River and Lake Okeechobee Drainage Areas, p. 83.

[10] House Committee on Rivers and Harbors, Caloosahatchee River and Lake Okeechobee Drainage Areas, p. 81.

[11] Skerrett, op. cit., p. 326; Larger Levees for Lake Okeechobee, Engineering News Record, vol. 124, No. 19, May 9, 1940, pp. 64–65; House Committee on Rivers and Harbors, Caloosahatchee River and Lake Okeechobee Drainage Areas, pp. 11–12. Levees constructed by local interests (46 miles, from Bacome Point to Moore Haven) were described as mere spoil banks (ibid., pp. 14–15). Even the ability of the levees built by the Army engineers to cope with hurricane waves was questioned (ibid., pp. 6, 13, 21).

[12] Ibid., p. 11.

[13] Ibid., p. 14.

[14] Ibid., pp. 13–14.

To secure the free movement of air and water essential to healthful plant life, a sufficient supply of fresh water must complement a perfect drainage system. This is likewise necessary to prevent the shrinkage affecting peat and muck soils when all moisture is drained from them. In some areas, during a 10-year period the ground subsided several feet. The operation of ditches was thus impaired, and ground water rose nearly to the surface.[18] Excessive dryness has subjected Everglades land to another menace. At intervals fires have raged over the area, burning up valuable elements in the soil.[19] While Florida is not deficient in annual rainfall, its irregular distribution requires heavy reliance upon irrigation to supply fresh water.[20] The method of irrigation most commonly practiced in the Everglades at present is pumping the water through the same ditches and with the same equipment alternately used for drainage.[21] This regulation of the water table to drain the land and at the same time secure an adequate water supply is usually referred to as "positive water control." [22]

Experiment showed that before planting, it was necessary to break and oxidize saw grass soil for several months, in order to activate nitrogen-producing bacteria.[23] To help solve the problem of cultivating raw soil, the University of Florida set up the Florida Everglades Experiment Station at Belle Glade in 1923. At that time, it is reported, "poor plant growth was rather general on the experiment station soils, as well as on other raw peat soils of the Everglades." In 1925 it was discovered that applications of copper and manganese sulfate had beneficial effects on plant growth, and by 1927 these results were published.[24] Now such fertilization with metal compounds is a normal procedure of scientific farming in the Everglades. This may be contrasted with a statement made in 1912 by J. O. Wright, at one time Florida's chief drainage engineer: "It is the opinion of the writer that no commercial fertilizer will be required on this land." [25]

The Everglades farmer had to adapt himself to local conditions in still another respect. The soft, organic matter of peat or muck offers little resistance to machines and animals; hence mules are specially shod, and tractors are sometimes equipped with wide extension rims to enable them to stay on the surface.[26]

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[15] Ibid., p. 8.

[16] United States Sugar Corporation, Sugar and the Everglades, 1939, pp. 22-23.

[17] E. R. Lloyd, Agricultural Possibilities of the Florida Everglades, (S. Doc. 85), p. 6; United States Sugar Corporation, Sugar and the Everglades, 1939, pp. 1, 23; Drainage versus Drying of Productive Soils, Florida quarterly bulletin of the Agricultural Department, vol. 29, No. 3, July 1919, p. 88; Testimony of Mark Tennant, this volume p. 12552.

[18] Everglades Sugar, Business Week, vol. 17, February 13, 1937, p. 22; Lloyd, op. cit., p. 2; House Committee on Rivers and Harbors, Caloosahatchee River, St. Lucie River, Lake Okeechobee, and Miami River, Fla, hearings * * * March 19, 27, 1930, p. 12; *In the United States District Court for the Southern District of Florida Bankrupt*, No. 1949-M. *In the matter of the Everglades Drainage District, petitioner*, testimony of W. Turner Wallis, p. 167.

[19] Lloyd, op. cit., p. 3; Everglades Sugar, Business Week, vol. 17, February 13, 1937, p. 33; About-Face on the Glades, Bird-Lore, vol. 41, September-October 1939, pp. 35-36; *In the matter of the Everglades Drainage District*, testimony of W. Turner Wallis, p. 175.

[20] Irrigation in Florida. U. S. Department of Agriculture Bulletin, No. 462, February 16, 1917, p. 3. During the growing season 1938-39 more than 63,000,000,000 gallons of water were supplied by Lake Okeechobee for irrigation (House Committee on Rivers and Harbors, Caloosahatchee and Okeechobee Drainage Areas, p. 18).

[21] U. S. Sugar Corporation, Sugar and the Everglades, 1939, p. 23. According to information supplied by the U. S. Bureau of Reclamation, November 3, 1941, growers in the Everglades reverse their drainage systems to pump water from the canals into the field ditches; portable irrigating outfits also are used. It was at one time stated by competent engineers that uses of the same canals for drainage and irrigation were "antagonistic" (House Committee on Expenditures in the Department of Agriculture. Everglades of Florida, hearing, No. 9, Washington, 1912, p. 376). This may perhaps be explained by the fact that for some time gravity was relied upon to carry off the water, which made it necessary that canals and ditches be free of any obstructions such as locks, dams, etc. Later, when this method was found impracticable and pumps were installed, the same objections to one apparatus for drainage and irrigation no longer held.

[22] Testimony of Mark Tennant, this volume, p. 12551. For a discussion of the inadequacies of the canal drainage system, which overdrains the land in dry seasons, and is unable to furnish flood relief during wet seasons, see J. C. Stephens, The Principal Characteristics of the Kissimmee-Everglades Watershed from the Hydrological Standpoint, paper to be published by the Soils Science Society of Florida.

[23] E. R. Lloyd, op. cit., p. 4.

[24] O. C. Bryan, The Stimulating Effect of External Applications of Copper and Manganese on Certain Chlorotic Plants of the Florida Everglades Soils, Journal of the American Society of Agronomy, vol. 21, September 1929, p. 923.

[25] J. O. Wright, The Everglades of Florida, p. 73.

EARLY INTEREST IN LAND RECLAMATION

Interest in the reclamation of swamplands followed closely upon Florida's admission to the Union. In 1847, upon the urgent request of Senator Westcott, who was inspired by resolutions of the State legislature, the Secretary of the Treasury designated Buckingham Smith, Esq., of St. Augustine, to survey the Everglades. Smith tendered a glowing report in June 1848 on the possibilities of reclaiming the Everglades. He maintained that if canals to the St. Lucie and Caloosahatchee were cut, as well as canals along streams in the Everglades, the level of Lake Okeechobee could be controlled and the whole territory successfully drained.[27] He wrote:

"* * * The Everglades are now suitable only for the haunt of noxious vermin, or the resort of pestilent reptiles. The statesman whose exertions shall cause the millions of acres they contain * * * to teem with the products of agricultural industry; to be changed into a garden in which can be reared many and various exotics, introduced for the first time for cultivation into the United States, whether necessaries of life, or conveniences, or luxuries merely * * * will have created a State." [28]

Florida's first opportunity for reclamation materialized with the land grant of 1850, whereby Congress turned over to the several States their swamp and overflowed lands, with the understanding that the States would undertake to furnish the necessary work of reclamation; the grant further stipulated that proceeds from the sale of such lands should be used for this purpose.[29] Patents were issued at various times conveying to the State of Florida 20,424,972.87 acres, among them the Everglades.[30] In 1851, the State legislature passed an act accepting the grant and setting up a board of internal improvement composed of State officials and members of the judicial circuits of the State.[31] In 1855, upon recommendation of the board, which "found itself unable to handle the fund," [32] a legislative enactment created a board of trustees of the internal improvement fund, and placed in their trust the swamplands granted in 1850, lands still unsold which Florida had received at its statehood, and unspent proceeds of such lands as had been sold. Trustees were the Governor, comptroller, treasurer, attorney general, and register of land (later commissioner of agriculture), and their successors in office. The total sum turned over to them was $1,000,000, including interest.[33]

The internal improvement act of 1855, which created the board of trustees, envisaged, in addition to reclamation and settlement, the development of a transportation system. The trustees were expressly empowered to pledge the fund for interest payments on bonds to be issued by railroad companies constructing certain lines stipulated in the act.[34] Details of the fund's early management are somewhat obscure,[35] but it appears that for many years endeavors were directed toward the improvement of transportation rather than toward the less urgent work of land reclamation.[36] During the period from 1855 until 1872, practically all the lands of the fund were pledged for constructing railroads or canals, or for the payment of railroad construction bonds. Private companies, exempt from taxation, issued bonds which were endorsed by the trustees, who held capital stock in the companies. After the Civil War, when the railroads defaulted in their bond payments and therefore passed into the hands of the internal improvement fund, they were offered for sale and turned over to promoters at about 20 percent of their original value. Difficulties arose when some of the original bondholders refused to sell at so great a reduction securities bought at par, which meant that the fund was still liable for interest on those bonds. Furthermore, the purchasers of the roads were very dilatory in making payment. The net result of such transactions was to burden the fund with debt.[37]

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[26] John R. McMahon, Poco Moonshine, Country Gentleman, vol. 85^1, No. 19, May 8, 1920, p. 4.

[27] Report of Buckingham Smith, Esq., on his Reconnaissance of the Everglades, 1848, Everglades of Florida (S. Doc, 89), Washington, 1911, pp. 46–54. Earlier in the same year S. H. Long, lieutenant colonel, Topographical Engineers, had written to Senator Westcott advocating essentially the same method of drainage (letter, February 7, 1848, ibid., pp. 57–58).

[28] Ibid., p. 54.

[29] 9 U. S. Stat. L. 519, 520. Senator Westcott, of Florida, is credited with causing the enactment of the statute (Everglades of Florida [S. Doc. 89] p. 7).

[30] Okeechobee Flood Control District, Caloosahatchee River and Lake Okeechobee Drainage Areas, pp. 11–12.

[31] Fla. Stats., No. 21, ch. 332. This act was amended in 1853 (Fla. Stats., No. 17, ch. 496), substituting for the State officers on the board of internal improvement the State engineer as president and 8 commissioners elected by the general assembly from the judicial districts.

[32] Everglades of Florida (S. Doc. 89), p. 8.

[33] Laws of Florida, 1854–55, ch. 610; Katherine Trimmer Abbey, Florida: Land of Change, Chapel Hill, 1941, p. 250.

[34] See *Florida* v. *Anderson* (91 U. S. 667); *Union Trust Co.* v. *Southern Inland Navigation Company* (130 U. S. 565),

[35] Original records or accounts of the board's financial transactions are not available before 1881 (Florida State Auditor, Report on Receipts and Disbursements by the Trustees of the Internal Improvement Fund, 1855 to 1906, Tallahassee, 1907, p. 3).

[36] Abbey, op. cit., p. 346.

The State and the internal improvement fund also became involved in several large-scale swindles perpetrated by railroad promoters. The State issued to several lines bonds guaranteed by the lands of the internal improvement fund. In return, the internal improvement fund received the bonds of the companies. The firms concerned in the enterprise then sold the State bonds, applied only an insignificant portion of the proceeds to the specified purposes and appropriated the rest for personal expenditures. Thus the fund was left with worthless bonds, while its lands were pledged to redeem the bonds guaranteed by the State.[38]

The source of revenue intended for payment of principal and interest on bonds rapidly dwindled. Carpet-bagger trustees were transferring land to various northern financiers and corporations on conditions of settlement and reclamation which were rarely observed. For instance, the New York & Florida Lumber Co., interested in the timber value of the land, made a sharp deal with the trustees and received 1,100,000 acres at 10 cents an acre; moreover, the company rendered payment mostly in script worth about half its face value.[39] The Southern Inland Navigation Co. also profited from the mismanagement of the trustees, who relinquished 1,360,600 acres at $1 an acre. The company proceeded to mortgage this land in support of a large bond issue.[40] It should be mentioned that several of the trustees, including the Governor of the State, were directors in the company.[41]

These shady manipulations came to an end as the result of a suit brought by Francis Vose against the trustees and several companies in 1870. Vose, member of a New York firm which had furnished the Florida Railroad with iron for its rails, charged that the value of bonds he had purchased at par was being jeopardized by the trustees, who had failed to pay past-due coupons, had mishandled funds, and had illegally transferred land to corporations. Vose secured an injunction against the trustees which prohibited them from selling trust land for script, State warrant, or anything but the current money of the United States. When the trustees flouted this injunction in the Southern Island Navigation sale, they were declared in contempt of court, and Justice Woods, of the Federal District Court for North Florida, placed the internal improvement fund in the hands of a receiver. The fund was unable to reach any settlement with Vose, its moneys were dissipated in litigation, and for a time it ceased to play an active role in the development of the State.[42]

THE DISSTON SALE

Hoping by an extensive sale of land to restore the fund to a sound financial status, agents of the trustees made efforts to negotiate such a sale here and abroad. In 1877, Samuel A. Swann was appointed agent to dispose of 3,000,000 acres at a minimum price of 30 cents an acre.[43] In the meantime the lands, in receivership, were being sold for revenues to settle the claims of those who held judgments against the fund.

In 1881, when Swann was about to conclude a deal with a London firm, holders of claims against the fund forced the trustees to seek a purchaser who could make an immediate cash payment.[44] A few days after his inauguration in January 1881, Gov. William D. Bloxham had made a contract with Hamilton Disston and associates of Philadelphia to drain some 9,000,000 acres of swamp and overflowed lands, from the upper lakes of the Kissimmee River south to the Everglades and from Lake Okeechobee west to the Gulf. The legislature thereupon had chartered the Atlantic Gulf Canal and Okeechobee Land Co., which was to receive as compensation alternate sections of the land described in the contract.[45] It was found, however, that under the decree of the United States court placing the fund in receivership, the trustees could not make such a contract without the concurrence of the judgment creditors. It therefore became necessary to free the fund from the encumbrance of judgments before the contract would be binding.[46] Thereupon Governor Bloxham persuaded the Disston Co. in June 1881 to purchase outright 4,000,000 acres of swamp and overflowed land (aside from those sections to be acquired under the terms of the contract) for $1,000,000. Debts were thus settled and 17,000,000 acres of lands once more placed at the disposal of the fund.[47]

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[37] Ibid., pp. 251, 323, 348.

[38] Wm. M. Davis, The Civil War and Reconstruction in Florida, New York, 1913, pp. 659–663.

[39] Ibid., pp. 670–671.

[40] See *Union Trust Co.* v. *Southern Inland Navigation Company* (130 U. S. 565).

[41] Davis, op. cit., pp. 671–672.

[42] Ibid., pp. 670, fn., 671–672; Abbey, op. cit., p. 350.

[43] Ibid., p. 350.

[44] Ibid., p. 350; R. E. Rose, The Disston Drainage Company and the Disston Purchase, A Reminiscence, Florida Quarterly Bulletin of the Agricultural Department, vol. 26, No. 3, July 1, 1916, p. 119.

The Disston sale and the enterprises it initiated turned out to be rather dismal ventures. The lands had been selected haphazardly and included large tracts which were not swamp. Squatters on these lands, though permitted to buy their plots at State prices and on easy terms, were frequently forced out, and bitter criticism of the Disston interests fed a rising populist sentiment. Disston's own land developments failed and passed through a succession of owners.[48] The drainage contract he had made with the trustees fared no better. Criticism of the drainage company's operations led to the appointment of a legislative committee to "ascertain what quantity of land and the number of acres," the company had reclaimed for the State. In November 1885, this committee reported that the only successful method of drainage was to reduce the level of the several lakes, and that the canals dug did not have sufficient capacity to accomplish this purpose.[49]

"From this point [Cypress Lake] southward to Lake Okeechobee, both from their own careful observations and from the statements of settlers and persons thoroughly accquainted with the river and lakes, your committee are satisfied that very little effect has been produced upon the waters along their route by the opening of these canals." [50]

The Disston contract was amended in 1888 and an arrangement entered upon whereby the trustees were to deed to the company, instead of alternate sections as drained, 1 acre of land for each 25 cents that the company spent for drainage. The contract, which allowed drainage to be carried on in the Kissimmee Valley, too distant to affect Lake Okeechobee's waters, was terminated in 1889.[51]

The Disston sale and subsequent settlement of all claims to the lands of the internal improvement fund encouraged railroad construction, which made rapid strides in the last two decades of the century. During Governor Bloxham's first term of office, 1881–84, not only were new railway companies chartered, but old charters were reissued; with 17,000,000 lien-free acres under the control of the trustees, the legislature made generous grants to companies seeking aid. In disregard of the limit specified by law—3,849 acres per mile—8,000 to 20,000 acres per mile were allotted to various corporations. The total acreage granted by successive legislatures actually exceeded by far the land in the State's possession. It is important to note that a condition of all grants was the reclamation and drainage of the land so transferred.[52]

This haphazard administration of the fund's resources resulted once more in a stalemate of claims, counter-claims, and eventual bankruptcy. When Governor Bloxham was elected for a second term in 1897, he made some attempt to have the Everglades portion of the lands drained, but the contractors were dissuaded by the conflicting claims of numerous corporations from ever fulfilling their obligations.[53]

R. E. Rose sums up the status of the fund at the end of the year 1900:

"Governor Bloxham, by his wise and businesslike administration of the lands and money of the fund and his determination 'that the trust assumed by the State to drain and reclaim the swamp and overflowed lands' should be carried out in good faith, managed to transmit to his successor, Gov. W. S. Jennings, the fund, still intact, though involved in litigation and hampered by injunctions tying up all of their resources, both lands and money."[54]

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[45] Agreement Between Hamilton Disston and Trustees of the Internal Improvement Fund for the Reclamation of Overflowed Lands, Everglades of Florida (S. Doc. 89), p. 21; also ibid., p. 10. R. E. Rose gives the area of operations as 15,000,000 acres (The Disston Drainage Company and the Disston Purchase, A Reminiscence, p. 117).

[46] Ibid., pp. 119–120.

[47] Ibid., p. 120; Abbey, op. cit., p. 351; Board of Trustees of the Internal Improvement Fund, Minutes, vol. II, p. 501.

[48] Abbey, op. cit., p. 353.

[49] Abstract of report by J. J. Daniel, W. H. Davison, and John Bradford, committee appointed by the Governor of Florida on November 17, 1885, Everglades of Florida (S. Doc. 89), pp. 21–24.

[50] Ibid., p. 22.

[51] Ibid., p. 10.

[52] R. E. Rose, The Disston Drainage Co. and the Disston Purchase, A Reminiscence, pp. 120–121.

[53] Ibid., p. 122.

CREATION OF THE EVERGLADES DRAINAGE DISTRICT

Largely because of the Disston sale and grants to railroad companies, Governor Bloxham was accused of allying himself with the "vested interests" and of neglecting the welfare of the people of the State.[55] With the inauguration of Governor Jennings in 1901, Florida entered upon a trust-busting, anticorporation era, marked by long and bitter suits with railway and canal companies.

Governor Jennings took steps to establish indisputably Florida's ownership of swamp lands. A ruling of the United States Department of Interior had declared that clear title to the lands granted in 1850 could be secured only with a patent. In 1897, list No. 87, affecting 2,942,000 acres, was prepared and transmitted to the State of Florida preparatory to the issuance of the requisite patent. The list was revoked the following year, however, because it was thought to impinge upon the rights and interests of Seminole Tribes. In 1903, at the instance of Governor Jennings, a new and final list was issued, and on April 29 patent No. 137, known as the "Everglades Patent," deeded to the State 2,862,280 acres—substantially the same area as the former list, with the exception of 520 acres classified as nonswamp and 16 sections which had been deeded to the State in 1845 for school purposes.[56]

During Governor Jennings' term of office, attempts were made to reduce to order the multitude of conflicting claims and grants which beset the internal improvement fund. In 1901 several of the companies involved asked the trustees to make some disposition of the claims and to determine matters of priority. When the trustees in July 1902 sold 103,078 acres of swamp and overflowed lands in counties outside the Everglades to Neill G. Wade for $223,824,[57] the money to be used in discharging obligations of the fund and in aiding the drainage of Wade's land and other areas,[58] railroad companies protested that the land belonged to them. They brought suit to recover the lands or the money accumulated from their sale, and challenged the legal right of the trustees to sell lands and to use the money so gained for anything but settlement of the claims of the railroad companies. Upon investigation, and supported by the favorable opinions of jurists, the trustees passed a resolution November 21, 1904, asserting that the lands had been turned over to them specifically for purposes of reclamation, that any lands conveyed for other purposes had been illegally transferred; that the State of Florida had no title to the swamp lands because they had been put under the jurisdiction of the trustees by the act of 1855, and therefore any legislative grants were without basis in law; that, finally, title to lands embraced in patent 137 had remained with the United States Government until April 1903, so that any obligations incurred at a prior date by the legislature or by the trustees with regard to those lands were null and void. Abiding by this resolution, the trustees refused to execute any further deeds to the plaintiff railroad companies, although numerous suits were undertaken to force them to abandon their policy.[59] The trustees' contention was finally borne out in a judicial decision handed down in 1907 during a test case.[60]

Draining the Everglades was a problem which deeply interested Governor Jennings. At his request data were compiled on the topography, rainfall, elevation of Lake Okeechobee, fertility of the soil, and related matters, and toward the end of his term of office a plan for drainage was submitted to the officers of the Southern States Land & Timber Co., the Consolidated Land Co.,[61] and other companies holding large tracts in the Everglades. The plans did not materialize.[62] But Governor Jennings' interest in the area continued when he vacated the Governor's chair. He became general counsel for the trustees of the internal improvement fund,[63] and was reported subsequently to be owner of a considerable number of acres of Everglades land.[64]

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[54] Ibid., p. 122.

[55] Abbey, op. cit., p. 353.

[56] "Message of Governor W. S. Jennings to the Legislature of Florida Relative to Reclamation of Everglades," Everglades of Florida (S. Doc. 89), p. 85; Board of Trustees Internal Improvement Fund, Minutes, vol. V, p. 268.

[57] The trustees said of this sum that it was "greatly in excess of the prices usually obtained for said swamp and overflowed lands" (Board of Trustees Internal Improvement Fund, Minutes, vol. V, p. 119).

[58] Ibid., pp. 118–119.

[59] Trustees Internal Improvement Fund, Minutes, vol. V, pp. 263–268; Everglades of Florida (S. Doc. 89), pp. 11–12. Senate Document 89 appears to confuse the sequence of events; it states that as a consequence of the trustees' resolution and decision not to execute deeds, suits were begun in the year 1902; the date of the resolution, as mentioned in the text, was November 1903. It seems that litigation was prompted by the Wade sale, and that the resolution was made in response thereto.

[60] Everglades of Florida (S. Doc. 89), p. 12.

[61] Jennings apparently had some connection with this firm (see this report, p. 12870, fn. 68).

The impetus which Governor Jennings gave to Everglades drainage started a series of events culminating in legislative action. Napoleon Bonaparte Broward made reclamation of land for the people of the State a central issue of his trust-busting campaign, and was elected on an antirailroad platform. (The railroads had incurred the hostility of many elements of the population. Their excessive freight charges and the fact that trains frequently ran over cattle grazing on the open range earned them the enmity of the farmers; small businessmen were jealous that railroad lands were tax-free; and some resented their being financed and controlled by "outside" capital.)

Early in Broward's administration the State legislature passed a law drafted by former Governor Jennings whereby the trustees of the internal improvement fund were constituted a Board of Drainage Commissioners and were authorized to "establish a system of canals, drains, levees, dikes, and reservoirs of such dimensions and depth as in the judgment of said Board of Drainage Commissioners is deemed advisable to drain and reclaim the swamp and overflowed lands within the State of Florida. * * *"[65] The board was likewise empowered under this law to set up drainage districts and to levy a tax, not exceeding 10 cents an acre annually, on lands within their boundaries.[66] Accordingly the commissioners laid out the Everglades drainage district, 60 miles wide and 150 miles long, comprising about 4,313,000 acres and including the Everglades and adjacent timber and prairie lands. They levied a tax of 5 cents on every acre contained within the district. Everglades landowners fought the tax and succeeded in having it declared unconstitutional by the Federal courts. In 1907 an amendment to the law, likewise framed by Jennings, was passed, defining the district and making the tax applicable to all lands within the district included in patents issued to the State under the terms of the 1850 grant.[67] The constitutionality of the amended law was upheld by the United States court of appeals, whereupon the land companies decided not to carry their fight to a higher court and the whole dispute was settled in 1910 during Governor Gilchrist's administration. The companies and their representatives agreeing to drop suits were: Pearl Wight, president of the Southern States Land & Timber Co., of New Orleans; W. S. Harvey, president of the Empire Land Co. of Philadelphia; W. F. Coachman, president of the Consolidated Land Co.;[68] J. E. Ingraham, vice president of the Model Land Co., and of the Florida East Coast Railway Co.; the Florida Land & Timber Co. of Chicago, represented by W. F. Coachman; and R. J. Bolles. These companies guaranteed the payment of drainage taxes assessed on their property for the years 1907 to 1912, while the drainage commissioners or trustees undertook to make plans for canals from Okeechobee to the Atlantic and the Gulf of Mexico. Bolles further agreed to pay the trustees some $400,000 owed them, part of which the trustees declared they would lend to the drainage commissioners until December 1912. Finally it was agreed that the drainage district boundaries would be changed to eliminate certain lands belonging to the Florida East Coast Railway Co. and the Model Land Co. and that these lands would be reserved for the Key West water supply.[69]

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[62] Everglades of Florida (S. Doc. 89), pp. 10, 13.

[63] Ibid., p. 14.

[64] House Committee on Expenditures in the Department of Agriculture, Everglades of Florida, hearing No. 7, p. 261.

[65] "Drainage Tax Law Approved by Governor, May 27, 1905," Everglades of Florida (S. Doc. 89), p. 27.

[66] Ibid., p. 27.

[67] "Drainage Tax Law as Amended May 28, 1907, " Everglades of Florida (S. Doc. 89), p. 27.

[68] It is likely that Jennings was connected with this company, for in a letter to Governor Broward dated January 21, 1905, he referred to the willingness of "Mr. Coachman, our president," to finance the trustees in any drainage operations they undertook (letter of W. S. Jennings, general counsel of the trustees of the internal improvement fund, to Gov. N. B. Broward, Everglades of Florida [S. Doc. 89, p. 26]. In the same letter, Jennings also mentioned his conversations with J. H. Tatum of Miami, who later made a large purchase of Everglades land (ibid., p. 16). The Tatum family is still prominent in Florida real estate and banking circles. Bethel B. Tatum is president and director of the Miami Land & Development Co., secretary and director, Lawrence Estate Land Co., secretary and director, Tatum's; Smiley M. Tatum is president and director of Tatum's, president and director, Tatum's Ocean Park Co., president and director, Lawrence Estate Land Co., secretary and director, Miami Land & Development Co., president and director Dade Abstract Title Co., vice president, Belcher Asphalt Paving Co.; director, Orange State Oil Co. (Poor's Register of Directors and Executives, 1941). Jennings also represented R. J. Bolles in Everglades land transactions (see this paper, p. 12871). Thus, several of the companies in which Jennings was interested or had represented were the very ones who attacked the constitutionality of the law he had framed.

[69] Trustees Internal Improvement Fund, Minutes, vol. VIII, 1910, pp. 351–361; Everglades of Florida (S. Doc. 89), pp. 16–17.

RECLAMATION UNDER THE AUSPICES OF THE EVERGLADES DRAINAGE DISTRICT

Throughout 1905 the trustees engaged civil engineers to survey the Everglades area, and on July 4, 1906 the first dredge, *Everglades*, was launched at Fort Lauderdale. The dredge *Okeechobee* was launched the following October, and the *Caloosahatchee* and *Miami* in 1909, shortly after Governor Gilchrist's inauguration.[70]

During these years, drainage work was seriously impeded by lack of funds. Suit had been brought to enjoin the drainage commissioners from collecting the tax of 5 cents per acre on all lands within the district. Therefore the only remaining source of revenue was land sales. Extensive purchases were made by J. H. Tatum & Co.,[71] W. R. Comfort of New York, R. P. Davie of Colorado, the Davie Realty Co., and Richard J. Bolles of New Mexico.[72] In June 1908 R. P. Davie purchased some 27,000 acres of land in Dade County at $2 an acre, and took a 5-year lease on additional lands in the same county, these lands "to be used for general farming and vegetable growing and the establishment of an experimental cane farm for the growth and production of sugarcane on a large scale for the purpose of establishing sugar mills, should the experiment prove satisfactory . . ."[73] Davie agreed to cut a canal from the South Canal then being excavated by the trustees.[74] Other purchases were made in Dade County, and on much the same terms.[75] The Bolles lands were located in Dade and Lee Counties. The area deeded comprised 500,000 acres, for each of which Bolles agreed to pay $1 to the trustees and $1 to a special drainage fund, separate from the moneys of the internal improvement fund. The drainage fund was to be used for purchasing dredges and other equipment, and for cutting five canals from Lake Okeechobee; if any money still remained, it was to finance construction of specified secondary canals.[76]

In this transaction, Bolles availed himself of the services of W. S. Jennings, general counsel of the trustees. At a meeting of the board on December 16, 1908, when Bolles' preliminary proposition was submitted, although Jennings had not resigned his office as general counsel, he stated that he was acting as Bolles' representative and requested that Attorney General Ellis represent the trustees in concluding negotiations.[77] Jennings apparently appeared as witness for both sides in signing the contract,[78] and, it was asserted at a later date, he received from Bolles some 27,000 acres of Everglades land, although it is not clear that the gift had any direct connection with the land purchase in question.[79] It is a matter of record that on December 16, when he represented Bolles, and in fact through December 31, Jennings was still drawing his salary from the trustees, that he never tendered any letter of resignation, and that the trustees themselves were confused as to his status until late in January 1909.[80] Bolles had another Florida official in his employ: General W. M. Ellis, at one time attorney general and in 1912 counsel for the trustees, was at the same time counsel for Bolles' Florida Fruit Lands Co.[81]

During the hearings held by the House Committee on Expenditures in the Department of Agriculture in 1912, it was disclosed that besides the money paid by Bolles into the drainage fund, 50 cents of each dollar paid the trustees was likewise to be spent on draining the land; thus Bolles really obtained his lands at 50 cents an acre, the other $1.50 going toward improvement of his own holdings.[82]

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[70] Trustees of internal improvement fund, Report of Conditions and Progress of Work Being Conducted in the Everglades . . . to November 1, 1911 (1 page); Everglades of Florida (S. Doc. 89), pp. 16–17.

[71] See this report, p. 12870.

[72] Everglades of Florida (S. Doc. 89), p. 16.

[73] Trustees Internal Improvement Fund, Minutes, vol. VII, 1909, p. 261.

[74] Ibid., vol. VII, pp. 261–265.

[75] Ibid., vol. VII, pp. 279, 438–439, 471 ff. These references seem to indicate that Comfort, Tatum, and R. P. Davie were engaged in a joint venture under the name Davie Realty Co.

[76] Ibid., vol. VII, pp. 503, 504, 506, 508, 510.

[77] Ibid., vol. VII, p. 490.

[78] Ibid., vol. VII, pp. 512–513.

[79] House Committee on Expenditures in the Department of Agriculture, Everglades of Florida, hearing No. 7, p. 261. Jennings also acted as agent for the trustees on occasion, receiving commisisons in addition to his salary; for instance, in the case of a $100,000 sale to the Davie Realty Co., Jennings was paid $3,750 commission (Trustees Internal Improvement Fund, Minutes, vol. VII, p. 474).

[80] Ibid., vol. VIII, pp. 34–35.

[81] House Committee on Expenditures in the Department of Agriculture, Everglades of Florida, hearing No. 20, pp. 1019–1020. General Ellis testified: "When Mr. R. J. Bolles offered me some of his business, legal business, I was then the retained counsel of the trustees of the internal improvement fund of the State of Florida. Before I accepted that employment I had a conference with the trustees of the internal improvement fund of the State of Florida and asked if they saw any reason why I should not represent him. They said, 'Why, none in the world;' and it was with their full knowledge and consent that I took his employment, accepted his legal work."

[82] Ibid., hearing No. 4, pp. 143–144.

Up until July 1910, with scant funds at its disposal, the drainage district itself had charge of operations and excavated some 30 miles along the North New River, South New River, and Miami canals.[83] After the tax settlement with the large landowners, the district's annual income was augmented, and contracts were let for the work. The Furst-Clark Construction Co., of Baltimore, bought the State's dredges for $145,000 and agreed to dig 184 miles of canal at 8 cents per cubic yard for earth excavation and 20 cents per cubic yard for rock excavation. Canals specified were the North New River, South New River, Miami Branch, Hillsborough, and Gulf Coast canals.[84] The contract was followed in November 1910 by a sale to E. C. Chambers of 55,000 acres of Everglades land at $15 per acre, which, said Governor Gilchrist, "placed the fund on 'easy street' with ample funds to complete the work, on hand and in sight."[85]

In the course of litigation with railroad claimants and landowners, plaintiffs challenged the feasibility of the Everglades drainage plans and the right of the trustees and drainage commissioners to levy special taxes and spend public moneys without authoritative technical information. To counter such damaging statements, Governor Broward had appealed to the United States Department of Agriculture for engineers to investigate and report upon the practicability of the plans adopted by the trustees and commissioners.[86] In seeking Federal aid, Broward was said to be concerned with silencing political opponents who otherwise would have complained that it was "Broward's engineer and Broward's report."[87]

In response to Broward's request, the Office of Experiment Stations of the Department of Agriculture, which had previously shown interest in the problem, conducted field investigations during the winters of 1906–07 and 1907–08, under the direction of J. O. Wright. A report was prepared on the basis of these studies, outlining plans for drainage. Wright's conclusions were seriously questioned by other engineers and publication of the report was delayed pending extensive revision.[88] In the meantime, in February 1909, the trustees of the internal improvement fund requested a copy of the report, expressing great eagerness to have at least that portion containing the Department's recommendations. Although the report had not yet been corrected by Mr. C. G. Elliott, Wright's superior, typed extracts of the material sought were supplied to the trustees and, at their instance, to a Mr. Henry Clay Hall of Colorado Springs, who represented a syndicate dealing in Everglades lands.[89] The office accompanied this manuscript with a request that it not be made public until the completion of the full report;[90] in March 1909, however, upon application from Governor Gilchrist, Secretary of Agriculture Wilson permitted publication of the excerpt,[91] thereby granting to real estate promoters an opportunity to back up extravagant claims with the authority of a Government report.

By January 1910 the full report, as revised by the Office of Experiment Stations, was ready for publication. It was said that since Wright had not been cooperative in revising his original draft and other engineers had worked upon the study the title was changed to read "Prepared by Engineers of Drainage Investigations Under the Direction of C. G. Elliott, Chief of Drainage Investigations."[92] After some dispute in which Wright claimed he was not getting proper recognition, he resigned his position in February 1910 and accepted a more remunerative one as chief drainage engineer of the State of Florida.[93]

While the full report lay on the director's desk awaiting publication, the Office of Experiment Stations, prompted by numerous requests for information from prospective purchasers of Everglades land, issued a circular in January 1910. The office sent out several hundred copies of this letter, which read, in part:

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[83] Message of Governor A. W. Gilchrist to the Florida State Legislature, 1911—Extracts Relative to Reclamation of Everglades, Everglades of Florida (S. Doc. 89), p. 189.

[84] R. E. Rose, The Disston Drainage Co. and the Disston Purchase, p. 129; Trustees Internal Improvement Fund, Minutes, vol. VIII, pp. 430–434; it will be remembered that the cutting of the five canals was one of the conditions of the Bolles sale.

[85] R. E. Rose, op. cit., p. 129; Rose erroneously gives the date as January 16, 1910 (see Trustees Internal Improvement Fund, Minutes, vol. VIII, pp. 597–598).

[86] Everglades of Florida (S. Doc. 89), pp. 15–16.

[87] House Committee on Expenditures in the Department of Agriculture, Everglades of Florida, hearing No. 3, p. 77.

[88] House Committee on Expenditures in the Department of Agriculture, Everglades of Florida, hearing No. 10, pp. 409–410 (letter of Arthur E. Morgan, special drainage engineer, U. S. Drainage Investigations); hearing No. 21, p. 1039 (letter from C. G. Elliott to Secretary Wilson, Nov. 21, 1911).

[89] Ibid., hearing No. 21, pp. 1039–1040. Hall was probably connected with the Davie Realty Co. (see this report, p. 12871.)

[90] Ibid., No. 21, p. 1039.

[91] Ibid., No. 12, p. 560 (letter from Secretary Wilson to Governor Gilchrist, Mar. 27, 1909).

[92] Ibid., No 21, pp. 1040–1041.

[93] Ibid., No. 1, p. 71; No. 21, p. 1042.

"The climate of southern Florida seems as healthful as that of other localities having the same latitude. * * * The long and hot summers are usually very irksome to the people from more northern States, but do not seem detrimental to the health.

* * * * * * *

The State has sold large tracts in the glades to companies that are now offering these lands for sale. The State retains the ownership of alternate sections throughout the tracts, but has sold several hundred thousand acres for about $2 per acre, agreeing to expend about $1.50 per acre toward drainage.[94] * * * A number of miles of canals have been excavated, and it does not seem improbable that as this work progresses the land bordering the canals will be at least partially drained. But undoubtedly much time will yet be required before any considerable areas will be habitable or fitted for cultivation.

"For the drainage of the Everglades a very complete system of main ditches and laterals will be required and farm ditches in detail. Also in this soil provision must be made for irrigation or for maintaining the water in the ditches and soil at a fairly uniform depth, not too low, in order that there may always be sufficient moisture for the production of crops, and to prevent the liability of the muck catching fire and burning.

"The drainage of the Everglades is entirely feasible from an engineering standpoint, but the value of the lands when drained is still largely problematical. Some small drained tracts on the edge of the glades have produced very satisfactory crops of vegetables; usually, but not always, large quantities of fertilizers have been used.

* * * * * * *

Further than the preparation of * * * a drainage plan, the National Government is doing nothing toward the drainage of the Everglades, and has made no appropriation from which any such works may be constructed." [95]

Early in 1910 E. C. Howe and Thomas H. Will, agents for the Florida Everglades Land Co., came to the Office of Experiment Stations and demanded that the circular be suppressed and that a retraction be issued. When the Office refused to comply with this demand, they appealed to the Secretary of Agriculture, and succeeded in accomplishing their end.[96] According to Congressman Frank Clark, of Florida, and other witnesses at a subsequent congressional inquiry, Secretary Wilson had suppressed the circular at the instance of persons interested in the sale of Everglades lands, and had said that he "was not running his department for the protection of fools who bought stuff all over the country without seeing it." [97] Newspaper accounts carried the charge that Congressman Clark was allied with Florida East Coast Railway interests; the railway owned some 800,000 acres it wished to develop and sell, and the contention was that it feared competition from Everglades lands.[98] It appears also that Clark on his own admission was interested in promoting sales of land along the St. Johns River after sponsoring a congressional appropriation for its drainage.[99] Clark became champion of those who had been swindled by Everglades land promoters. He introduced a resolution on May 14, 1910, requesting that information be gathered from the Department with regard to its connection with Florida drainage. The report previously prepared by the Office of Experiment Stations in January 1910 was thereupon submitted to the Secretary, who, according to Dr. Elliott's account, declined to publish it.[1]

Senator Duncan Fletcher, in behalf of those interested in the progress of the drainage enterprise, made efforts in 1911 to have the original Wright report published. Senate Resolution 130 submitted by Fletcher to the Committee on Printing was passed on August 7, authorizing the printing of a compilation of acts, reports, and other papers relating to the Everglades.[2] This became Senate

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[94] When questioned on whether this passage proved objectionable to Florida real estate brokers, J, O. Wright admitted that the facts were correct, but said he thought that the U. S. Government had no right to find out about them (ibid, No. 4, p. 144).

[95] Ibid., No. 4, pp. 140–141.

[96] Ibid., No. 21, pp. 1042–1043 (Elliott's letter to Secretary Wilson).

[97] Ibid., No. 1. pp, 8, 19 (testimony of Representative Clark); No. 18, p. 908 (testimony of W. R. Hardee); No. 18, p. 926 (testimony of Capt. A. T. Sewell).

[98] Ibid., No. 18, p. 881 (article by Judson C. Welliver, *Washington Times*, October 15, 1911); pp. 876–877, 884–885 (testimony of Representative Clark).

[99] Ibid., No. 18, pp. 884–885.

[1] Ibid., No, 21, p. 1041 (Elliott's letter to Secretary Wilson, November 21, 1911).

[2] Everglades of Florida (S. Doc. 89), p. 5.

Document 89, containing the Wright report with some of the early revisions, but not the final document prepared by Elliott and his assistants.[3] Nor does Senate Document 89 contain a copy of the much controverted circular of 1910. The proofs of Document 89, Clark testified, were read and corrected by Senator Fletcher, ex-Governor Jennings, and Major Wright.[4] An outgrowth of this publication was a bitter fight between Wright and his former supervisor Elliott. Elliott was quoted in the press as having questioned Wright's competence and integrity, and as having intimated that Wright had been practically dismissed from the Department of Agriculture in 1910.[5] Wright, in retaliation, visited the Department of Agriculture in January 1912 and revealed to department officials his knowledge of certain irregularities in Elliott's financial accounts several years earlier.[6] Elliott was consequently separated from the Department.[7] Following these investigations several Florida land dealers were indicted for using the mails to defraud, and the indictments were published throughout the country.[8]

Wright had been hired as Florida's chief drainage engineer on the basis of the plan set forth in the extract of his report presented to the trustees; under his general direction the Furst-Clark Co. began operations in July 1910. The core of Wright's plan was the excavation of canals from Lake Okeechobee to tide water in order to lower the level of the lake, and the construction of locks or dams at the entrance of the canals near the lake to regulate the amount of water flowing out of Okeechobee. Wright believed that in this manner sufficient water might be held in the canals during the dry season to supply the moisture demands of crops. He ignored the problem of draining excess precipitation from the Glades, and opposed construction of levees around the south shore of the lake as too expensive. Wright estimated that the dredging of the proposed canals would cost approximately $1 an acre—muck to be removed at 4 cents per cubic yard, rock at 8 cents per cubic yard.[9] These figures should be compared with the actual terms of the Furst-Clark contract—8 cents for earth, 20 cents for rock.[10] Wright maintained that pumping plants would not be necessary, and that the same system would adequately provide for drainage and irrigation.[11]

In the 1912 hearings several doubts were entered as to Wright's findings. Mr. Arthur E. Morgan, special drainage engineer of the Office of Experiment Stations, made these criticisms: that Wright had not taken into account the necessity of excavating lateral ditches, that his estimates of evaporation were completely incorrect, that he had expected to use the same system for drainage and irrigation, though relying on gravity to carry the water.[12] Morgan told the investigating committee that uses of the same canals for drainage and for irrigation were antagonistic and declared: "I do not know of any place on earth where any considerable system is carried out by the use of the two canals for the same purposes where gravity is depended upon to carry the water." [13]

Wright's connection with the Everglades Drainage District was terminated in the fall of 1912.[14] Florida's total drainage achievement as of that date was not impressive. Wright himself wrote in December 1912:

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[3] House Committee on Expenditures in the Department of Agriculture, Everglades of Florida, Hearing No. 5, p. 217.

[4] Ibid., No. 1, p. 10 (testimony of Representative Clark).

[5] Ibid., No. 18, p. 883.

[6] Ibid., No. 7, pp. 271–275 (testimony of J. O. Wright). Wright was cross-examined on his tardy disclosure of the irregularities (ibid., p. 273):

Mr. Davis. You discovered the alleged irregularities about these matters in the summer of 1909, and you remained in the service of the Government 6 months thereafter?

Mr. Wright. Yes.

Mr. Davis. And during that time, although an official of the Government having cognizance of the alleged irregularities, you did not attempt to tell about it or deem it your duty as an official to impart that knowledge to anybody?

Mr. Wright. No, sir; I wasn't reporting a superior officer.

[7] Ibid., No. 1, p. 11 (testimony of Representative Clark); No. 31, p. 1453 (testimony of Department of Agriculture Solicitor McCabe).

[8] R. E. Rose, op. cit., p. 130.

[9] House Committee on Expenditures in the Department of Agriculture, Everglades of Florida, Hearing No. 4, p. 135 (Wright's testimony); Drainage Investigations, Extract from a Report * * * by J. O. Wright, February 25, 1909, Everglades of Florida (S. Doc. 89), pp. 130–137.

[10] See this report, p. 12872.

[11] Report on the Drainage of the Everglades of Florida, by J. O. Wright, Everglades of Florida (S. Doc. 89), p. 178.

[12] House Committee on Expenditures in the Department of Agriculture, Everglades of Florida, Hearing No. 9, pp. 358–376 (testimony of Arthur Morgan).

[13] Ibid., no. 9, p. 376.

[14] According to Minutes of the Trustees of the Internal Improvement Fund, vol. 10, p. 415, F. C. Elliot became Acting Chief Drainage Engineer on October 1, 1912; Elliot was appointed Chief Drainage Engineer in March 1914 (ibid., vol. 10, p. 415). In 1913 Wright appeared before the trustees as representative of the Furst-Clark Co. (ibid., vol. 10, p. 305).

"I wish to emphasize the fact that no part of the Everglades is yet sufficiently drained for occupancy and cultivation. This is because the main arteries for controlling the overflow from Lake Okeechobee are not complete. Attempts have been made, although the land is imperfectly drained and subject to overflow each year, to cultivate limited areas adjacent to the canals and on the south shore of the lake.

* * * * * * *

It will * * * be necessary to dig additional outlets, and put in a complete system of laterals, before the Everglades as a whole can be put in cultivation. No arrangement has yet been made for doing this work."[15]

R. E. Rose records that when Governor Park Trammell was inaugurated in January 1913 the cash balance of the Everglades drainage district was less than $25,000. The district's only source of income was drainage taxes since land sales had stopped "on account of the well organized opposition to the drainage of the Everglades."[16] This involved a twofold difficulty: the Commissioners were unable to interest new large purchasers, who feared that the drainage enterprise would not be completed; at the same time those who had already taken over extensive tracts could not meet their obligations to the Commissioners because small investors who might otherwise have bought subdivisions had been warned away by the events of 1911–12.

Toward the end of his term of office, the previous Governor, Albert W. Gilchrist had taken measures to rescue the Drainage Commissioners from their predicament. These efforts are related in a letter to the trustees dated January 4, 1913.

"At the request of the trustees, in September 1912, I attended a conference in New York City of the gentlemen representing the large landed interests, situated in the Everglades. Since a certain onslaught on the lands of the Trustees, it has been very difficult to sell any lands and it has been difficult, therefore, to finance the proposition. Those owing the trustees have found a difficulty in paying the same. At this New York conference, the captains of industry and their representatives were anxious for the great work of the reclamation of the Everglades to be continued. They were unwilling, however, to pledge any money toward the continuation of the same unless there were some definite plans made by which they could see the final completion of this great work. I suggested that the legislature of 1913 should pass a law, authorizing the trustees to bond for a sufficient amount of money to drain the Everglades. * * * That the amount of money derived from the taxes in the Everglades district be used with which [sic] to guarantee the interest and as a sinking fund, the lands also to be security for the bonds." [17]

This suggestion was followed by the legislature of 1913. An act was passed reestablishing the Everglades drainage district, creating a board of commissioners, authorizing the board to levy taxes, to borrow money, and to issue bonds, provided that the total amount of bonds outstanding at a given time should not exceed $6,000,000.[18] The bonds were secured by taxes to be levied on a differential or zone scale.[19] That is, lands nearest canals were to be taxed the maximum rate.

In April of the same year, because of "continued criticism of the undertaking, denial of the correctness of the surveys and estimates, and of the agricultural value of the lands when drained," a Florida Everglades engineering commission was appointed.[20] The commission, consisting of Isham Randolph, chairman, Marshall O. Leighton, and Edmund T. Perkins, presented its report in October 1913. Cost to the board of commisssioners was approximately $35,000.[21]

The report stated that the most important step in draining the Everglades was proper disposition of the flood waters of Lake Okeechobee. This was to be accomplished through a broad deep canal connecting the lake with the St. Lucie River. For carrying off excess rainfall in the Everglades, the report recommended a series of canals supplementing the main canals which had already been excavated. Canals were to be equipped with locks and stop-logs, so that during storms of unusual violence they might be used temporarily to help drain Lake Okeechobee.[22] The engineering commission also strongly urged that laws and regulations be passed to take care of canal maintenance, and suggested that each farmer be held responsible for maintenance of lateral ditches crossing or adjoining his property; likewise they proposed that in fixing the tax rate, the commissioners keep in mind necessary outlays for maintenance of the larger canals. A novel feature of the Randolph report was its proposal to construct a hydroelectric power plant at the eastern end of the St. Lucie Canal.[23]

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[15] J. O. Wright, The Everglades of Florida, pp. 34–35.

[16] R. E. Rose, op. cit., p. 130; Rose does not mention the congressional investigation of 1912 except by indirection.

[17] Trustees Internal Improvement Fund, Minutes, vol. X, p. 15.

[18] R. E. Rose, op. cit., p. 131.

[19] Okeechobee Flood Control District, Caloosahatchee River and Lake Okeechobee Drainage Areas, p. 14.

[20] R. E. Rose, op. cit., p. 131.

[21] Ibid., p. 132.

The report suggested the possibility of cooperation from the Federal Government. "It is our belief that when this channel is determined upon and completion assured, Congress will recognize this construction as a link in a practicable water way across Florida, provided without cost to the Government, and will proceed to improve the channel from Lake Okeechobee to the Gulf via the Caloosahatchee River, with depth equal to that which will obtain in the Okeechobee-St. Lucie Canal; thus providing an aid for marine commerce the need for which has been felt for generations past." [24]

The commissioners of the Everglades drainage district expected that the floating of a bond issue would alleviate their financial distress and insure the progress of the drainage undertaking. Before negotiations for a bond sale could be completed, however, the European war began, the money market tightened, and the bonds could not be disposed of.[25] The venture was further prejudiced by a publication of the United States Bureau of Soils in 1915, Soil Survey of the Fort Lauderdale Area, which cast doubt upon the productiveness of Everglades land.[26] In general, the drainage project did not have the unanimous approval of Florida's citizens. Cattlemen, who clung to the privilege of free pasturage, feared that if the lands were drained and sold they would be enclosed by their new owners.[27] The northern part of the State was hostile to Everglades reclamation because it was chary of competition from Everglades land and crops. Representatives of northern Florida in the State legislature made repeated proposals for selling the lands and applying the proceeds to the school fund, which, of course, would have effectively eliminated the possibility of any State drainage enterprise. The idea, however, was discarded by the legislature.[28]

Since no ready market existed for drainage bonds, the commissioners of the Everglades drainage district made an arrangement with the contractors for their gradual reimbursement as taxes accumulated. The contractors accepted notes secured by district bonds, under an agreement that in case the bonds were sold, they were to be accounted for at par or 90 percent of par value.[29]

Despite claims advanced by land sales companies from time to time that the contemplated system of canals would soon reclaim all of the Everglades, actual performance fell far short of their promises. In 1917, Florida's chief drainage engineer, F. C. Elliot, was quoted to the effect that the canals under way were not even intended to drain the entire Glades, and that thus far only a strip of land about 6 miles wide along Lake Ocheechobee's southern shore was dry and ready for cultivation.[30] And in 1919 it was stated in the quarterly bulletin of the State Department of Agriculture:

"At the present time, excepting a comparatively narrow belt immediately surrounding Lake Okeechobee, which has been subject to drainage and the circulation of water and air at divers times, since the first State canals were cut in 1881–82, there is comparatively but little drained land, except the spoil banks of the State canals, though there are large areas of dried land." [31]

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[22] Chief difference between the Wright and Randolph plans was that Wright had counted on the Everglades canals to drain Okeechobee, and had not realized that their slope was insufficient for this purpose. Also Wright had not made special provision for drawing off excess moisture in the Glades.

[23] Florida Everglades Engineering Commission, Florida Everglades. Report to the Board of Commissioners of the Everglades Drainage District and the Trustees of the Internal Improvement Fund (S. Doc. 379), Washington, 1914, pp. 1, 56, 63, 66.

[24] Florida Everglades Engineering Commission, op. cit., p. 67. The report makes no mention of the installation of pumps, but by 1917 these were already in use (see Irrigation in Florida, Bulletin 462, U. S. Dept of Agriculture, p. 47).

[25] R. E. Rose, op. cit., p. 133.

[26] Ibid., p. 134.

[27] Isham Randolph, Reclaiming the Everglades of Florida, Journal of the Franklin Institute, vol. 184, No. 1, July 1917, p. 67.

[28] E. Howe, Looking About In the Everglades, Country Gentleman, vol. 84, No. 34, August 23, 1919, p. 11.

[29] R. E. Rose, op. cit., p. 135.

[30] Draining the Everglades—A Retraction, Scientific American, vol. 116, No. 2, January 13, 1917, p. 61. This item was occasioned by criticism of an article by D. A. Willey in the September 16, 1916, issue in which it was stated that all of the Everglades would be reclaimed within a year (p. 259).

[31] Drainage Versus Drying of Productive Soils, Florida quarterly bull. of the Agricultural Department, vol. 29, No. 3, July 1, 1919, p. 88.

Following the war, general business prosperity and the real-estate boom brought a revival of interest in Everglades drainage enterprises. Investors throughout the country financed the drainage work through the purchase of bonds,[32] and prospective farmers staked capital on the future value of lands not immediately cultivable. The agricultural depression which had set in in other regions did not affect the truck farmers of south Florida; new settlers believed that the large profits to be made in winter vegetables would offset considerable outlays demanded for soil improvement, drainage taxes, and other expenditures incidental to farming on raw land. An impetus to Everglades development was given by the extension of the Atlantic Coast Line Railroad as far as Moore Haven in 1918 and Clewiston in 1922, and the opening up of a Florida East Coast Railway line from Okeechobee to Belle Glade in 1926.[33]

During this period a drainage system was being installed largely in accordance with plans elaborated by the Isham Randolph Commission of 1913. The Randolph plan was based on the presumption that a series of main canals would remove excess rainfall deposited in the Glades and, during unusual climatic disturbances, would help control the level of Lake Okeechobee, a function normally accomplished by the St. Lucie and Caloosahatchee Canals. The district commissioners altered the original project in some respects. They abandoned the scheme for a power plant at the head of the St. Lucie Canal. While it had originally been believed that a 16- to 19-foot level in the lake would afford ample safeguard against overflow, the commissioners later adopted a 14- to 17-foot control level; for further protection they constructed a levee along Okeechobee's southern shore.[34]

By January 1, 1927, 73,393,000 cubic yards of canal had been excavated at a cost of $14,903,854.[35] It was observed, however, that the system of arterial canals under construction was not sufficient to drain the Glades. The conviction grew that drainage could be effectively handled only through positive water control operated in small units. From 1925 through 1930 subdrainage districts were organized for this purpose. They issued bonds, utilizing the proceeds of their sale to build canals and ditches and to install pumps which would remove excess water or restore it during dry periods.[36]

Dissatisfaction with the results of the Randolph plan in operation caused the board of commissioners of the Everglades drainage district to appoint an engineering board of review, which made its report in May 1927. The board found that the "acreage of Everglades lands under actual successful cultivation in 1927, after 22 years of Everglades drainage works construction, is comparatively very small," and that "subdrainage districts are yet as subject [sic] to danger of flooding in times of severe, long-continued storms, with the result that their agricultural efforts and investments have so far been subject to the vicissitudes of chance." [37]

The board of review submitted a new plan, which revolved around a system of main or arterial canals to supplement the works of subdrainage districts, and to furnish an outlet for these districts and for privately owned tracts, already equipped with their own lateral canals, levees, and pumps to lift the water to the main canals.[38] The board of review found the Randolph plan wanting in several particulars. In designing the canals, the Randolph commission had made no advance provision for subsidence of muck and peat soils when drained. Subsidence had been calculated at less than 8 inches, whereas actually the land had sunk nearly 5 feet in some regions, seriously impairing the effectiveness of the canals.[39] The Randolph plan also had favored the cutting of three long, diagonal canals to traverse the Glades, in addition to the Miami, North New River, Hillsboro, and West Palm Beach canals. By contrast, the board of review advocated a series of east-to-west canals, spaced at intervals of 6 to 8 miles. These canals were to be built with spoil banks making continuous levees, "to prevent the free draining off of wet weather accumulations of water from all excepting lands under actual development, and to make possible an increase in canal capacity for emergency use." The east-west direction was recommended because of the shorter distance to the sea on either side, because of the greater hydraulic slope of the land, and because the rock averaged softer on this route.[40]

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[32] Prior to 1917 money for construction was obtained entirely from drainage taxes and land sales. Beginning in 1917, and especially after the war's end, successive bond issues provided a large part of the funds until 1925, when the south Florida boom collapsed (Florida Everglades drainage district, Report of Everglades Engineering Board of Review to Board of Commissioners, 1927, pp. 34–35; Florida Legislature, Senate bill 835, Relating to Everglades drainage district, 1941, pp. 51–52).

[33] Testimony of James E. Beardsley, this volume, p. 12560.

[34] Report of Everglades Engineering Board of Review, pp. 29–34, 50–51. The levee was seriously damaged by the 1926 hurricane (ibid., p. 37).

[35] Ibid., p. 39.

[36] Testimony of James E. Beardsley, this volume, p. 12561.

[37] Report of Everglades Engineering Board of Review, pp. 44–45.

[38] Ibid., p. 12.

[39] Ibid., pp. 32, 74.

The board disagreed with the Randolph commission with regard to a dual function for the arterial canals, and maintained that they were to be reserved solely as outlets for Glades subdrainage systems and were not to be relied upon for emergency control of the lake. The board recommended improving the Caloosahatchee and St. Lucie Canals, which would be charged exclusively with the control of Lake Okeechobee's level, and it urged the construction of a "greatly enlarged and highly safeguarded levee" around the lake's southwestern, southern, and southeastern shores.[41]

The board further suggested that, in order to exercise more effective control and keep itself thoroughly apprised of new developments, the board of commissioners of the district be reorganized and enlarged and that it maintain offices at Tallahassee and in the Everglades.[42]

The board advocated the adoption of a system of progressive drainage whereby there would be no drainage in advance of use, and main drains would be installed only where there was assurance that laterals, levees, and other equipment would be provided shortly after. This would insure the proper functioning of the system. At the same time it would keep down drainage costs and taxes, as settlers would pay only for improvements from which they derived direct benefit, and would not be required to bear the burden of draining areas which were only sparsely or not at all inhabited.[43] The board advised that for the time being no effort be made to drain the southwest portion of the Glades, as it was largely unsettled and engineering data for the area were still lacking.[44]

By 1929, when drainage activity was completely halted by the depression, the district had expended more than $18,000,000 in the construction of some 440 miles of canals, 46.9 miles of levees, 16 locks, and other improvements. The St. Lucie, connecting the lake with the Atlantic by way of the St. Lucie River, and the Caloosahatchee, providing a waterway from the lake to the Gulf, were completed, as were other canals cutting through the Everglades and draining into streams and rivers.[45] The creation of the Okeechobee flood-control district and its relation to problems of drainage have been treated in an earlier part of this paper. The district commissioners did not act upon many of the board of review's proposals, in part because financial entanglements for many years hampered further efforts in this direction. The board's recommendation that east-west canals be excavated was not followed by the district commissioners, nor was the suggestion that southwest Florida be omitted from immediate drainage plans; the Tamiami Canal was extended west, and a drainage canal was cut through the Royal Palm State Park at the southern tip of the State. A north-south canal connecting the West Palm Beach and Hillsboro canals was excavated.

In 1927 the construction program came to an end.[46] No new canals were built, and very little was expended on maintenance and repair of those already in existence. Several witnesses at the bankruptcy proceedings instituted by the district in October 1941 testified as to the status of the Everglades drainage enterprise. A member of the board of commissioners described the condition of the district's properties as "generally bad, generally not good, and generally in need of repair.[47]" Witnesses said that rains had caused sand from spoil banks to slough off into the canals, and that hyacinths had so jammed the canal bottoms that their removal could be effected only by the use of dynamite.[48] The chairman of the board of commissioners revealed to the court the extent to which the drainage works had fallen into disrepair:

"Well, the district has several hundred miles of main canals, and has been unable to clear the hyacinths from the canals, which badly impedes the drainage. They are also quite badly silted due to lack of properly cleaning them out. The locks and chains have rusted, and in some cases have rusted clear through, to such an extent that we have been unable to open or close them, and the wooden parts of the gates have rotted until we are unable to operate them, and the whole thing has just been standing that way for years. We get appeals from property owners and various subdistricts to do things, but we are unable to comply because we do not have the funds to work with." [49]

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[40] Ibid., pp. 15–16, 32, 82–83.
[41] Ibid., pp. 8, 49, 85.
[42] Ibid., pp. 24–25.
[43] Ibid., pp. 19–21.
[44] Ibid., pp. 17–18.
[45] Okeechobee flood-control district, Caloosahatchee River and Lake Okeechobee Drainage Areas, p. 14.
[46] Florida Legislature, Senate bill 835, Relating to Everglades Drainage District, p. 52.
[47] *In the matter of the Everglades Drainage District*, testimony of G. A. Chalker, p. 126.
[48] Ibid., testimony of G. A. Chalker, p. 126; testimony of W. T. Wallis, p. 175.

Another witness, W. Turner Wallis, engineer and real estate broker, told the court why the drainage system constructed by the district had proved a failure:

"The purpose of these works was to move excess water, and the shoaling that has occurred and the inadequate depth resulting from land subsidence and an original failure to excavate rock make those canals inadequate for the purpose of removing excess water, either through gravity drainage or in conjunction with pumping generally engaged in by subdrainage districts and private owners. The deterioration of the lock structures prevents their use for a control of the water, both from drainage and irrigation standpoints. The seasonal nature of rainfall makes it more than just a drainage problem. Crop losses occur as frequently from drought as from flood. For the greater portion of the area not in use today, there will be required an expenditure of from $50 to $100 per acre, dependent upon the size of tract to be developed, before successful use can be made of most of the area within the district." [50]

REFINANCING OF THE EVERGLADES DRAINAGE DISTRICT

Failure to provide an adequate drainage system has been attributed in large measure to the district's insolvency. After 1925 it became increasingly difficult for the district to collect taxes on lands whose value had been deflated by the end of the boom and by the depression. In 1924 it was able to collect 94 percent of the total tax levied on lands within its boundaries; by 1930 this had dropped to 27.2 percent; by 1937, to 8.3 percent.[51]

A general bond refunding had occurred in 1925 and the district had been completely zoned, presumably on the basis of benefits accruing from drainage works. Six zones had been marked out, within which bondholders were required to pay an annual tax varying from $0.26 to $1.50 per acre. Almost half of the acreage was in zone 6, paying the minimum rate.[52] As real estate values shrank, landowners defaulted on their tax payments; "revenues progressively declined to the vanishing point—even the trustees of the internal improvement fund became unable to pay its district taxes * * *" [53] The 1925 zoning, based on predepression values, has since been termed "inequitable and incommensurate and disproportionate to * * * benefits in many respects." [54] To remove the disparity between benefits and charges and to create a more "realistic" tax structure the legislature in 1929, 1931, and 1937 acted to reduce taxes by rezoning the district. Since lowering of taxes impaired the security behind the bonds, and since the legislature had acted without consulting the bondholders, "each such attempt was stricken down [by the bondholders] as an unconstitutional invasion of their contractual rights * * *." [55] In 1937 the State supreme court ruled also that refunding of bonded indebtedness should be conducted on a pro rata basis; previously the district had made payments on bonds as they were presented, ceasing to refund bonds as its moneys were exhausted; thus, while some bondholders had been able to redeem their bonds in toto, others received nothing on their investment.[56]

On January 1, 1931, the drainage district had defaulted on its bonds. Causes for this default have been detailed as "a combination of the effects of deflated land values following collapse of the boom, and the accumulation of tax burden, both drainage and State and county, beyond the ability of lands largely not in use to pay; occasioned in a large part by the inadequacy of drainage facilities to permit such use, and, too, from the failure of the trustees to continue payments of such taxes." [57]

In 1931, by act of the legislature, the composition of the board of commissioners of the Everglades drainage district was changed. The board has since consisted of five local commissioners living in counties which have lands within the district. The commissioners are appointed by the Governor of the State, who is ex officio member and chairman of the internal improvement board.[58] It will be remembered that the board of review in its 1927 report had suggested a reorganization along these lines.

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[49] Ibid., testimony of Mark Tennant, p. 236.

[50] Ibid., testimony of W. T. Wallis, p. 174.

[51] Moody's Manual of Investments: Government and Municipal Securities, 1940, p. 246.

[52] Testimony of Mark Tennant, this volume, p. 12552.

[53] Florida Legislature, senate bill 835, p. 52.

[54] Ibid., p. 54.

[55] Ibid., pp. 52–53; testimony of Mark Tennant, this volume, p. 12552; Moody's Manual of Investments: Government and Municipal Securities, 1942, p. 249.

[56] Moody's Government and Municipal Securities, 1940, p. 246.

[57] *In the Matter of the Everglades Drainage District*, testimony of W. T. Wallis, p. 174.

It is said that by 1935 and 1936, apart from drainage taxes, the total amount of the default of State and county taxes was "almost unbelievable," amounting in some instances to several times the value of the land.[59] Since liquidation of such an accumulation of debts through payment of back taxes was an unlikely prospect, it was deemed practical to adopt a scheme whereby these taxes could be wiped out easily and the lands placed on the current tax roll. In 1937 the legislature passed the Murphy Act, which provided that the owner or a stranger to the title could apply to the clerk of a county circuit court and, by paying the necessary costs, could have the land advertised in a local paper for several weeks, with the notice that on the first rule day following the last day of the advertisement the land would be sold at auction at the courthouse door. The advertiser himself would then make a bid equaling the cost of advertising and fees of the county officers involved. This cost was reckoned in accordance with the number of tax certificates which had been issued for delinquency. Thus a 5-, a 50-, or a 500-acre tract could all be purchased for the same amount if each had the same number of certificates outstanding. The privilege of advertising and bidding on lands extended for 2 years from June 9, 1937, the date on which the law went into effect. After the expiration of that time limit, any lands not advertised and cleared reverted to the State, although vesting the title in the State did not affect benefit liens held by drainage districts. The State did not pay back drainage taxes on such lands, preferring to leave settlement for a new purchaser of the lands.[60]

Landowners took advantage of this opportunity to clear their property of State and county taxes, but continued to neglect their Everglades drainage taxes, which in some cases were in excess of the value of their lands.[61] The district therefore continued to default on its bond payments. This led in 1940 to a suit brought by the bondholders protective committee[62] against landowners in the district, seeking a foreclosure of liens of district taxes and a receivership of the lands. Their petition was denied. The desirability of making some compromise settlement of taxes, however, was evident, particularly in connection with a general refinancing which the district was then contemplating. Therefore by act of the legislature in 1941 the district was rezoned in accordance with the following plan:[63]

Zone	Acres	Tax rate	Zone	Acres	Tax rate
1	91,981	$1.50	6	928,677	.10
2	82,763	1.10	7	1,769,735	.03
3	72,773	.90	8	383,897	.01¼
4	125,483	.80	School	94,303	--------
5	231,251	.30	Exempt	89,534	--------

The rezoning purported to be in accordance with actual benefits derived from drainage works and ability of the lands to pay. The act provided that a landowner could settle his back drainage taxes on the basis of 2 years' taxes under the new zoning and rates, no mater how far back his default ran. If the default was not beyond the year 1940, the owner could compromise his taxes on the basis of 1 year's taxes at the new rates. Substantial settlements were made under this law. By April 1942, total amount received for compromised payments was $466,781.81, and amount received on 1941 current taxes was $397,146.84.[64]

The 1941 act provided also for the levying of an ad valorem tax of one-half mill on each dollar of valuation, according to county assessments, on all real property in the district. Revenues derived from this tax were to defray the expenses of administration.[65]

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[58] Ibid., testimony of W. T. Wallis, pp. 166-167; Testimony of Mark Tennant, this volume, p. 12550.

[59] Ibid., p. 12555.

[60] Ibid., p. 12555-12556.

[61] *In the matter of the Everglades Drainage District*, testimony of E. B. Leatherman, clerk of the circuit court of Dade County, p. 152.

[62] Organized in 1937.

[63] Florida Legislature, Senate bill 835, pp. 33-34; testimony of Mark Tennant, this volume, p. 12553; map, end of this volume.

[64] Testimony of Mark Tennant, this volume, p. 12553. Of the total amount of back taxes, $168,478.53, more than one-third, was paid by the United States Sugar Corporation (see "Sugar Production in Florida," this volume, p. 12961).

The act set down procedures for disposing of lands which had been forfeited to the trustees or the board of commissioners for nonpayment of taxes. Upon proper application, clerks of circuit courts were required to sell the tax sale certificate or tax sale lien for drainage district taxes upon any such parcel, at rates determined by the law in accordance with the zones in which the lands were situated. Prices ranged from $0.03 an acre to $3 an acre, the higher rates appertaining to longer-term delinquencies. If after 2 years neither the original landholder nor his successors in title redeemed the land by returning to the purchaser of the tax lien the money expended by him plus annual interest of 6 percent from the date of sale, the purchaser could then apply for a tax deed. At the expiration of the 2-year period any lands on which there were still tax certificates or liens outstanding would revert to the board of commissioners, who were empowered to sell the lands.[66]

Under an agreement between the board of commissioners of the Everglades drainage district and the trustees of the internal improvement fund, the State was not required to pay back taxes on some 800,000 acres of lands it held within the district. In return the internal improvement board wiped out certain of the district's obligations. The State paid its drainage taxes for the year 1941.[67]

The tax compromise plan was but one aspect of a general refinancing which the district undertook in 1941. As of June 1941 the district's bonded debt was $13,890,763. A debt to the Arundel Corporation and miscellaneous claims brought total indebtedness to $17,040,212.32.[68] The district was enabled to solve its financial problems by a refunding loan from the Reconstruction Finance Corporation, negotiated through Mr. Frank Ralls, representative of the Reconstruction Finance Corporation in 1936 and in 1938 agent for the district in preparing its application.[69] The Reconstruction Finance Corporation had already become interested in the area through loans previously made to the south Florida conservancy district and other subdrainage districts.[70] Several of the subdrainage districts also received loans in 1941.[71]

According to the terms of a resolution passed by the Reconstruction Finance Corporation, a loan not exceeding $5,660,000 plus accrued interest on refunding bonds was authorized to the district. The district board of commissioners resolved that the money thus obtained would be used to reduce its indebtedness by paying to bondholders 56.918 cents on the dollar of unpaid principal, minus deductions equal to the full face amount of each missing unpaid coupon maturing after July 1, 1941, and 36.77 on the dollar for each missing unpaid coupon maturing on or before July 1, 1941. To the holders of class II indebtedness, such as persons having unpaid notes of the district for various services, the district agreed to pay 26.14 cents on the dollar of unpaid principal.[72]

The district was further to provide from funds on hand or to be collected on account of delinquent taxes by July 15, 1941, the sum of $250,000 as a reserve fund for the payment of principal and interest on early maturing 4 percent refunding bonds. These the district was to issue to the Reconstruction Finance Corporation in an amount equal to that disbursed by the Corporation. The bonds were to mature serially in 30 annual installments, the first falling due the fourth year of the period of the loan. The district was also to contribute the sum of $400,000 to be used for paying expenses of refinancing and discharging present indebtedness.[73]

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[65] Florida Legislature, Senate bill 835, pp. 41–42.

[66] Ibid., pp. 56–60.

[67] Testimony of Mark Tennant, this volume, pp. 12556–12557. Likewise, the State did not pay back drainage taxes on lands which reverted to it under the Murphy Act.

[68] Plan of Composition of the Indebtedness of Everglades Drainage District, p. 12, "Reconstruction Finance Corporation Resolution Re: Everglades drainage district, Miami, Fla., Docket No. Ref. 814."

[69] Trustees Internal Improvement Fund, Minutes, vol. XX, 1935–36, p. 213; vol. XXI, 1937–38, p. 323.

[70] *In the Matter of the Everglades Drainage District*, testimony of S. H. Ranson, Jr., p. 361. In April 1937 the trustees were requested to pay the preceding year's taxes on lands they owned in the south Florida conservancy district, the district officers expressing fear that unless the trustees complied, the district would very likely default in payment of interest on its loan from the Federal Government. The request discreetly suggested that such default might redound to the disadvantage of the Everglades drainage district, then seeking aid in its refinancing plan (Trustees Internal Improvement Fund, Minutes, vol. XXI, p. 41).

[71] Letter to the committee from A. L. Strong, chief, Drainage and Irrigation Section, Reconstruction Finance Corporation, November 28, 1941.

[72] Plan of Composition of the Indebtedness of Everglades Drainage District, pp. 12, 17.

[73] Plan of Composition, pp. 13, 15.

Before the Reconstruction Finance Corporation consented to authorize the loan, it wished assurance that about 80 percent of the bonds could be assembled and committed to the plan. Although bondholders were scattered throughout the country, they were represented in Toledo, Ohio, by a bondholders' committee, of which Mr. H. C. Rorick was chairman. The committee represented some $8,000,000 worth of bonds.[74] A witness testified at the district's bankruptcy proceedings in October 1941 that when the original plan had been discussed with the Reconstruction Finance Corporation, it had been concluded that refinancing could take place only through the services of an ad interim financier to purchase the bonds from Rorick, for these reasons:

"First, because of Rorick's personal hatred and antagonism toward Jesse Jones, head of the Federal loan agencies, because of some refusal by the Reconstruction Finance Corporation to make a loan to Rorick's bank sometime in the past; second, and for the further reason that any time the Reconstruction Finance Corporation made a commitment to the district of an amount sufficient to pay a definite amount to the bondholders, Rorick used that as a minimum, assuming that he could always get that much because of a commitment by a governmental agency to loan the district that amount, and he started trading from there.":[75]

The Ranson-Davidson Co. and a syndicate of which it was a member purchased the $8,000,000 of bonds at 56.918 cents on the dollar. The Reconstruction Finance Corporation then bought the bonds from Ranson-Davidson at the same price, plus interest adjustment for the time Ranson-Davidson carried the bonds, amounting, it is said, to two or three thousand dollars.[76] In addition, Ranson-Davidson purchased the notes of the Arundel Corporation at 20 cents on the dollar, selling them to the Reconstruction Finance Corporation at 26.14 cents on the dollar and making a profit of $112,097.12 on the transaction.[77] It is said that the Arundel Corporation was apprised of this profitable negotiation in advance, but was willing to make the contribution to the district's refinancing; otherwise the district would have had to bear the expense of interim refinancing, which would have redounded to the disadvantage of its creditors, among them the Arundel Corporation.[78] It was maintained by one attorney that for the entire transaction the Ranson-Davidson Co. and its syndicate had made an aggregate profit of $126,000.[79]

Representatives of the Ranson-Davidson Co. testified at the district bankruptcy proceedings that prior to the time they purchased the bonds from the bondholders' committee they had discussed the entire refinancing problem with officials of the Reconstruction Finance Corporation. S. H. Ranson, Jr., said that the company had purchased the bonds without any commitment from the Reconstruction Finance Corporation, but "naturally we had hopes and had discussed the price at which we later sold the bonds." [80] He said also that the Reconstruction Finance Corporation had been "sympathetic" to the refinancing plan, and that he had had "reason to believe that they would buy them." [81]

At a Florida drainage conference held January 22–23, 1917, Mr. D. Arthur Bowman of the investment house of Bowman, Cost & Co., St. Louis, cautioned against organizing drainage districts and issuing bonds where settlement was sparse and where there was not at least 25 percent of the land under cultivation.[82] Against this statement should be checked figures on population and acreage under cultivation in the Florida districts to which loans were granted by the Reconstruction Finance Corporation.

The 4,500,000 acres of the Everglades drainage district include over 90 percent of Palm Beach, Dade, and Broward Counties, 60 percent of Martin, Hendry, and Glades Counties, and 20 percent of Collier, Monroe, Highlands, Okeechobee, and St. Lucie Counties. Figures supplied by the Reconstruction Finance Corporation in November 1941 give its population as 60,000, cultivated acreage 255,000, number of farms 4,374.[83] Broward district, with a loan of $192,602, has a total acreage of 81,336, of which about 6 percent is cultivated, and has a population of 500 persons. Naranja drainage district, in Dade County, which received $40,000, has 20 inhabitants. Fort Lauderdale-Middle River reclamation district, Broward County, has 500 cultivated acres, a population of 10 persons, and a loan of $71,800. Clewiston drainage district, with a population of 3,500, 25 farms, a cultivated acreage of 2,700 out of a total of 3,322 acres, received $79,722; Sugarland drainage district, whose officers are identical with those of Clewiston, was loaned $192,995, has 13 farms, cultivated acreage of 2,450 out of a total 41,356 acres, and a population of 1,000.[84]

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[74] *In the matter of the Everglades Drainage District*, statement by attorney for the petitioner, p. 54.

[75] Ibid., testimony of John D. Kennedy, pp. 590–591.

[76] Plan of Composition p. 17; *In the Matter of the Everglades Drainage District*, statement of attorney for the petitioner, pp. 57–58.

[77] Ibid., testimony of Robert H. Cook, p. 430; Plan of Composition, p. 17.

[78] Ibid., p. 16; *In the Matter of the Everglades Drainage District*, statement of attorney for the petitioner, p. 56.

[79] Ibid., p. 430.

[80] Ibid., p. 330.

[81] Ibid., p. 359.

[82] Florida Drainage Bonds and the Investor, Economic World, vol .99 (n. s., vol. XIII), Feb. 24, 1917, p. 271.

[83] Letter to the committee from A. L. Strong, Chief, Drainage and Irrigation Section, Reconstruction Finance Corporation, November 28, 1941. Mark R. Tennant, chairman of the board of commissioners of the district, told committee investigators in April 1942 that there were 215,000 acres intensively cultivated, 40,000 acres in seeded grass, and probably 300,000 acres used for grazing (this volume, p. 12554).

GENERAL LAND POLICY

Before discussing the general policies of the trustees with regard to settlement of the Everglades, the history of the 20,000,000 acres of swamp and overflowed lands patented to the State under the terms of the 1850 land grant may be reviewed. It will be recalled that lands were transferred to lumber, drainage, and other corporations for trivial sums; that some were conveyed to persons who held coupons on unredeemed railroad bonds or who had acted as agents in negotiating sales for the trustees; that the rest of the lands were tied up for years because they had secured State bonds issued to finance worthless or near-worthless railroad enterprises. The trustees could not undertake the drainage of the swamp regions because they had neither the money nor the permission of those who held claims against the internal improvement fund. On the other hand, they found difficulty in selling the land—the only means of paying their creditors—because, unreclaimed, its value was problematical. When in 1881 the Disston purchase eased the trustees out of their difficulties and released some 17,000,000 acres, overgenerous legislatures rapidly deeded it away in extravagant right-of-way grants to the railroads.

A reaction to this expansionist, railroad era set in about the turn of the century. Old Populist slogans reappeared in the campaign speeches of Democratic candidates, who won votes by denouncing the "rapacious corporations" and by promising to reclaim the land for the people. Through the efforts of Governor Jennings, in 1903 the State secured a United States patent for the 2,800,000 acres of the Everglades. Railroad and other companies challenged the right of the trustees to dispose of this land as they saw fit, declaring that it had been granted to the several companies by the legislature, and that proceeds of any land sales should be applied to settling their numerous conflicting claims. The trustees contended that the legislature had exceeded its rights because it had ignored the condition of reclamation under which the lands had originally been given to the State and that therefore the conflicting claims did not rest on a secure foundation; so far as claims to Everglades lands were concerned, since they had been patented as recently as 1903, the State had not enjoyed clear title to them before that date, and therefore could not have legally turned them over to the railroads. These arguments were sustained by the courts, and the trustees resisted attempts by the railroads to get deeds to Everglades lands on the basis of legislative grants or to interfere with the appropriation of moneys from sales of Everglades land for purposes of reclamation.

The avowed objective in reclaiming the lands was to wrest control of Florida's economic life from the corporations and to settle the State with bona fide farmers who would create agricultural wealth. The practices of Florida officials did not always square with their stated purposes; straitened finances led them to place increasing reliance upon "outside" capital.

Governor Jennings had sanctioned a sale of 100,000 acres to Neil Wade in order to secure funds for drainage, and a still earlier precedent for sales to large purchasers had been the deeding of 4,000,000 acres to Hamilton Disston in 1881. Governor Broward, too, turned to the big corporations to provide funds for his drainage enterprise.[85] Broward based his hopes for Everglades prosperity mainly upon the region's sugar-producing capacities.[86] It was widely recognized at the time, however, that sugar farming required large investments of capital, and was not a likely field of endeavor for the 10-acre farmer. J. O. Wright, quoting from a report prepared 3 years earlier, wrote in 1912:

"It requires much capital to grow and manufacture sugarcane profitably. Owners of small areas cannot engage successfully in this work unless modern central factories are provided, to convert the cane into sugar. Another serious drawback is harvesting the cane and transporting it to the factory. Owing to the soft condition of the ground this will have to be done by means of tramroads and cars or canals and barges."[87]

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[84] Ibid.

[85] Broward and Jennings were both reputed to own considerable holdings in the Everglades (House Committee on Expenditures in the Department of Agriculture, Everglades of Florida, hearing No. 7, p. 261).

[86] See, for example, his article Homes for Millions, Collier's Weekly, vol. 44, January 22, 1910, p. 19.

Even the glowing publication of a land sales company admitted that the prospects for production of sugarcane were not so bright for the small farmer.[88]

During Broward's administration, the Everglades drainage district was created and large sales of land were made to the Davie Realty Co., to J. H. Tatum, and to R. J. Bolles. Bolles purchased 500,000 acres in Dade and Lee Counties at $2 an acre, of which the State was to spend $1.50 an acre for reclaiming the land by the excavation of canals.

In transferring the land to Bolles and other purchasers, the trustees reserved alternate sections for themselves, a practice which was applauded as a shrewd means of withholding the lands from the market until drainage should appreciably increase their value.[89] It is a fact, however, that although the wisdom of this move was still receiving favorable notice in 1912, the trustees themselves had long since abandoned the procedure, at least in certain instances. The minutes of the trustees for April 14, 1910, record the following resolution:

"Whereas the lands in the Everglades now held by the trustees are mostly in alternate sections, and should the trustees convey these lands to other parties it would be impossible for them to drain or irrigate them without at the same time draining and irrigating the lands of another. The owners of the other sections may or may not wish or be in a financial position to make these improvements simultaneously with the owners of other sections, thus preventing the use and cultivation of the lands, to the detriment of all: Therefore be it

"*Resolved by the trustees of the internal improvement fund of the State of Florida:*

"SECTION 1. It will be to the best interest of the fund for the lands now held by the trustees to be solidified into solid bodies of say 25,000 or 30,000 acres, more or less, the boundary of one side of which shall be extended along and fronting on one of the canals.

"SEC. 2. As the lands are now owned mostly in alternate sections, the secretary be, and is hereby, directed to correspond with Mr. R. J. Bolles and other owners of large tracts of lands in the Everglades, with the object of determining some equitable manner of exchanging lands in order to perfect a solidification of the ownership of the same." [90]

There is evidence in the minutes that such an exchange was actually effected in the case of the Bolles holdings.[91] It should be pointed out that the difficulties and complications of draining alternate sections described in the resolution have little relevance to the Bolles lands, with which the trustees seemed particularly concerned, for according to the terms of the contract the trustees themselves were responsible for the reclamation of these lands. It is interesting also that the trustees should have favored consolidating their holdings in blocks as substantial as 25,000 or 30,000 acres, when they had declared their intention of selling only to small farmers.[92]

After the sale of large tracts to Bolles and other landowners had furnished the trustees with sufficient money to carry out their designs, they decided to revert to their original plan of settling the region with small farmers. On February 14, 1909, they passed a resolution that "it is the policy of said trustees to discontinue the sale of lands in large tracts in the drainage district for the present and that no sales be made for the present except to bona fide settlers * * *." [93]

Later in the same year a special joint committee of the Florida Legislature made a recommendation similar in import to the trustees' resolution:

"We suggest that the remaining State lands be sold only in small parcels and then sold only to settlers and cultivators, and that none be sold now or in the near future unless for drainage purposes, for two reasons: First, you do not desire to bring the State lands in competition with lands sold in bulk; and, second, you want, when sold, to get much better prices because of the enhanced value by reason of the completion of drainage." [94]

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[87] J. O. Wright, Everglades of Florida, introd. It is noteworthy that this paragraph was excised from the report as published in S. Doc. 89.

[88] J. Gifford, The Everglades and Other Essays Relating to Southern Florida, 2d ed., Miami, Everglades Land Sales Co., 1912, p. 45.

[89] Ibid., p. 10; House Committee on Expenditures in the Department of Agriculture, Everglades of Florida, hearing No. 4, pp. 148–149; Trustees Internal Improvement Fund, Minutes, vol. VIII, p. 49.

[90] Trustees Internal Improvement Fund, Minutes, vol. VIII, p. 365.

[91] Ibid., pp. 406–408.

[92] Vide infra.

[93] Trustees Internal Improvement Fund, Minutes, vol. VIII, p. 49.

[94] Report of the Special Joint Committee of the Florida Legislature for the Year 1909, on the Drainage of the Everglades, Everglades of Florida (S. Doc. 89), p. 138.

Settlement of the tax dispute in 1910 increased the annual revenues of the fund and diminished further the necessity of any large sale of land. Nevertheless, in November 1910 the Chambers sale was concluded, for the standard reason that the trustees required funds to prosecute the work of drainage. In 1911 the trustees owned some 1,200,000 acres of Everglades land, on which they paid taxes to the Everglades drainage district.[95] Thus more than half of the lands patented in 1903 had been sold, mostly to large realtors.

It was the common practice of landowners who had purchased extensive tracts to subdivide these into parcels of 10 to 40 acres and sell them to "thousands of clerks and stenographers and school teachers all over the United States." [96] Land sales companies were organized and advertisements setting forth the vast profits to be made exaggerated the State's achievements in the way of reclamation. It is said that when the Office of Experiment Stations in the Department of Agriculture prepared a circular which candidly explored the potentialities of the Everglades, Florida real estate interests were instrumental in having the circular withdrawn.

Overzealous promoters improved upon the "10 acres and independence" slogan. A publication of the Everglades Land Sales Co. assured the prospective purchaser:

"By the application of lime, the cultivation of legumes, etc., this soil can be kept at a maximum state of fertility, so that 5 acres would be ample for the support of an ordinary family."[97]

With the publication of Senate Document 89, sponsored by Senator Fletcher and other prominent Floridians, land companies seized the opportunity of associating the Federal Government with their enterprises. The Everglades Land Co. inserted this advertisement in a Washington newspaper:

"BUSINESS OPPORTUNITY—UNITED STATES OFFICIAL ENDORSEMENT

"First time in the history of the Government such a thing has been done. The Sixty-second Congress has recently issued a document of 208 pages indorsing the great reclamation, climate, healthfulness, and fertility of the Everglades. The greatest opportunity of the century is offered here to the man with small capital to establish himself where the evident cooperation of the Government is sufficient to make the community rich and prosperous."[98]

Questionable practices frequently marked the sale of Everglades land to small purchasers. Richard Bolles, for example, organized the Florida Fruit Lands Co., which sold some 16,000 contracts for 10 acres of land each, at $240 a contract, a profit of 1,100 percent per acre. Although Bolles himself was not scheduled to make his last payment to the State until 1916, installments on money owed him were due to be paid by 1911.[99] In entering upon such an arrangement, the purchasers did not receive title to any particular parcel of land. They bought lots somewhere in the Everglades, their precise location to be determined by a mass drawing. These lots, of course, varied greatly in value, a most important consideration being their proximity to State canals. In March 1911 thousands of contract holders and their representatives assembled at Fort Lauderdale for the drawing of lots. The land had not been surveyed, however, and a question arose as to who should divide it into 10-acre parcels. The State had previously authorized the division of the Everglades into townships and ranges, but not into sections. Thus Bolles' agreement to place a stake or monument in the center of each section provided no solution to the problem, and a considerable number of purchasers joined in suing him for the return of their money.[1] It will be remembered that Bolles was defended in this instance by W. H. Ellis, former attorney general, and counsel for the trustees of the internal improvement fund. It seems probable that the trustees were moved to abandon the policy of reserving alternate sections of land and to make the exchange of land with Bolles already described by the fact that Bolles was in all likelihood selling State lands anyway, inasmuch as the alternate sections had not been marked out. It is to be observed that, in accordance with the policy formulated by the trustees and the State legislature, the State took its own Everglades holdings off the market, removing them from competition at a time when State lands were selling at $15 an acre, Bolles lands at $24 an acre.[2]

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[95] Report of the Joint Committee of the Florida Legislature for the Year 1911, on the Drainage of the Everglades, Everglades of Florida (S. Doc. 89), p. 196.

[96] George T. Odell, Paradise on the Installment Plan, Technical World Magazine, vol. 18, No. 16, September 1912, pp. 17–18.

[97] John Gifford, op. cit., p. 11.

[98] House Committee on Expenditures in the Department of Agriculture, Everglades of Florida, hearing No. 16, p. 758.

[99] Ibid., hearing No. 4, pp. 146–147; George T. Odell, Paradise on the Installment Plan, p. 19.

[1] George T. Odell, op. cit., p. 20; House Committee on Expenditures in the Department of Agriculture, Everglades of Florida, hearing No. 4, p. 146; at a later date the State did undertake to subdivide the land into sections (ibid., p. 149).

Uninformed as to the actual effectiveness of the State drainage system, small investors were ruined when they were unable to raise considerable sums of money needed to excavate field and lateral ditches and install irrigation systems, without which their property was worthless. The plight of these small investors was brought to the floor of the House of Representatives, when Congressman Clark, representing an Everglades district, rose and said:

"Millions of dollars have gone into the pockets of land sharks for land that is 8, 10, and 21 feet under water, land that ought to have been sold by the quart, instead of by the acre, and I want to know what connection the Department of Agriculture has with these bummers and land sharks." [3]

The congressional investigation which followed and some of its results have been treated in this paper. Its most important consequence for the board of trustees of the internal improvement fund and for the large landholders was that they found difficulty in attracting new purchasers, and that the funds with which they expected to finance the work of drainage were seriously depleted.

Contemporary observers did not deny that the Everglades had great potential value. But the methods of exploitation which prevailed for many years were calculated neither to enrich the owners of 10-acre farms, nor to secure to the State the benefits of scientific cultivation of the land. An engineer testified at the bankruptcy proceedings of the Everglades drainage district in October 1941:

"Much of the trouble that we have experienced with the reclamation program can be traced to the land policy of the trustees, which was to sell alternate sections of land all over the district, giving rise to pressure by the purchasers of those lands for some immediate work, either incident to a use of their land or in the interest of various promotional schemes." [4]

An article written for the Technical World Magazine in September 1912 predicted the future trend of Everglades land development:

"How many of these silly persons who bought their land 'sight unseen' will have their tiny patches when the time comes that the Florida Everglades is transformed into fertile farms?

* * * * * * *

"There are fertile lands in the State, lots of them, and it is probably destined to be a great agricultural State, but not through these poor deluded people who bought land by the acre which should have been sold by the quart." [5]

By this time State officials had stopped denouncing the big corporations. Governor Gilchrist, it has been seen, was eager to enter into negotiations with the "captains of industry" in northern cities.[6] From the time of the First World War, the trustees and other State officials frankly exerted their efforts to interest large investors in the Everglades. By 1920, it is said, of the 4,000,000 acres in the Everglades drainage district the trustees owned something more than one quarter, and almost as much was owned by one corporation.[7] State officials expressed their appreciation of the virtues of large-scale organization. In 1929 the Okeechobee flood-control district submitted to Congress a publication which stated:

"* * * only large and well-financed corporations could have demonstrated the possibilities of sugar culture, peanut growing, and the various other specialties which have been or will be promoted. These corporations by demonstrating the agricultural and industrial possibilities of a territory which in its natural state would be a watery wilderness, have contributed to the actual and potential wealth of the Nation." [8]

The following year Senator Fletcher presented as Senate Document 85 a paper by E. R. Lloyd, The Agricultural Possibilities of the Everglades, which reported favorably upon the operation of the big companies:

"Large-scale farming is more economical than small-scale farming. The large companies have well-trained men, the latest and best farm machinery, and they make a careful study of the best methods of treating and conserving the soil."[9]

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[2] Ibid., p. 149.

[3] Odell, op. cit., p. 21.

[4] *In the Matter of the Everglades Drainage District*, testimony of W. T. Wallis, p. 167.

[5] Odell, op. cit., p. 21.

[6] See this report, p. 12875.

[7] John R. McMahon, Poco Moonshine, Country Gentleman, vol. 85, No. 19, May 8, 1920, p. 3.

[8] Okeechobee flood-control district, Caloosahatchee River and Lake Okeechobee Drainage Areas, p. 74.

According to the testimony of John Beecher, supervisor of the Farm Security Administration Migratory Labor Camps in Florida, it is now taken for granted that Everglades farming is amenable to large-scale organization. Beecher told a subcommittee of the Senate Committee on Education and Labor in May 1940:

"There seems to be general agreement in the Lake Okeechobee area that the small farmers are being pushed entirely out of the picture, that the whole set-up is against them, that the very land won't let itself be farmed in small pieces, but responds best when handled in great 640-acre sections, with unified water control and crops breaking just right so you've got stuff hitting the market all along.

* * * * * * *

"The small farmers feel pretty hopeless about their lot * * *. Many of them are pioneers who 20 years ago staked their claims to a piece of muck when the only way in or out was by canal and the mail boat brought the wife's letters once a month, who toughed it out through hurricane and flood. * * *"[10]

There is little doubt that the land boom and subsequent collapse in 1926 tended to further the concentration of land in the hands of a few large owners. Men who had purchased their land at prices ranging from $100 to $500 an acre[11] were forced into bankruptcy and were bought out at low prices by those who could hold on "for the long pull."[12] The hurricane, too, wiped out many of the small farmers.[13]

It is not to be imagined that with recognition on the part of State officials that development of the Everglades would rest on large-scale enterprise, all efforts to attract the small purchaser ceased. As the clamor of the 1912 scandals died down, real-estate promoters resumed their old practices, offering gullible prospects in other parts of the country free transportation to Florida to inspect land for sale. Once there, victims were pressed to make contracts. Since much of the land was under water and could not be farmed without extensive improvement, the owners would make one or two payments, then drop their holdings; thereupon the original owners resold the same land. This practice plus numerous tax delinquencies and sales of land for taxes made it impossible to secure clear title to lands in some areas, a factor which is said to have retarded Everglades development.[14] Impositions upon unsuspecting small purchasers were condemned by P. H. Rolfs, then dean of the Agricultural College at Gainesville, who said in 1920:

"This State has suffered immeasurable harm at the hands of exploiters of the 10-acres-and freedom heresy. The lure of the small acreage of high-priced crops has wrecked too many careers."[15]

Even the catastrophe of 1926 did not silence the land promoters, whose extravaganzas and attempts to minimize the disaster embarrassed the Red Cross in its campaign to raise relief funds.[16] This trend has persisted in the history of Florida land development. As late as the winter of 1936 a Florida advertisement which read "Be independent and free from worry on a 10-acre Florida truck farm. Good land as low as $15 an acre; $5 down" was the occasion for a debunking article in Country Gentleman, entitled "There Ain't No Paradise."[17]

In 1942 the chairman of the board of commissioners of the Everglades drainage district, when asked what would be the smallest acreage that would support a farm family in the Glades, replied:

"We can point to successes on 10 acres but personally I believe a farmer would be much better off with 40 acres."[18]

Since the Murphy Act and the 1941 tax compromise plan cleared Everglades lands of long-standing tax liens and made it possible to secure uncontested titles, many growers who previously rented their lands have begun to purchase them. The refunding loan made by the Reconstruction Finance Corporation has afforded the district a means of renovating and extending its drainage system, and has encouraged individual landowners to proceed with making permanent improvements on their properties. Impetus has been given to this movement by a war-created demand for Florida products.[19]

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[9] Lloyd, op. cit., p. 14.

[10] Subcommittee of the Senate Committee on Education and Labor, Violations of Free Speech and Rights of Labor, hearings * * *, pt. 2, supplementary hearings, May 1940, pp. 350-351.

[11] Offer High Prices for Drained Lands, Reclamation and Farm Engineering, vol. VIII, No. 6, December 1925, p. 313; F. P. Stockbridge and J. H. Perry, Florida in the Making, Jacksonville, 1926, p. 228.

[12] M. S. Rukeyser, Is Florida Coming Back, World's Work, vol. 55, No. 5, March 1928, p. 473.

[13] Stockbridge and Perry, op. cit., p. 232.

[14] Testimony of Mark Tennant, this volume, p. 12553; McMahon, "Poco Moonshine," p. 28.

[15] John R. McMahon, All Over the Map, Country Gentleman, vol. 85, September 11, 1920, p. 7.

[16] H. Vanderblue, Florida Land Boom, reprint from the Journal of Land and Public Utility Economics vol. III, No. 2, May 1927, p. 2.

[17] Steve Trumbull, There Ain't No Paradise, Country Gentleman, vol. 106, No. 7, December 1936, p. 7.

[18] Testimony of Mark Tennant, this volume, p. 12555.

It is now generally acknowledged that the district drainage system, even when perfected, will not be sufficient to drain the lands unless complemented by subdrainage district works and individual pumping units and field ditches.[20] Since such improvements necessitate a considerable investment, a small farmer with meager capital resources would be handicapped at the outset.[21] An Everglades realtor told committee investigators in 1942 that 40-acre farms were practically nonexistent in the region, and that he considered 100 to 160 acres to be the smallest unit for profitable operation.[22]

EXHIBIT 13.—VEGETABLE PRODUCTION IN SOUTH FLORIDA

By Joan Pascal and Harold G. Tipton, Agricultural Field Staff, Select Committee Investigating National Defense Migration, Washington, D. C.

1. THE SOUTH FLORIDA TRUCK CROP REGIONS

> "This territory contains three and one-half million acres of fertile alluvial soil, from four to twenty feet deep, as productive as the alluvial soil of the Mississippi Delta, without trees, roots, or stumps, requiring only to be drained to make it cultivable. * * * There are in fact a million and a half acres of other lands adjacent to the Everglades almost free from trees, not so rich, but very valuable for agriculture. The two together make a territory unique in character and as large as the State of Massachusetts. * * *
>
> "Scientists have estimated that one-half million acres of this land when drained, if planted in sugar cane, would make the United States independent of foreign countries for sugar. The land is capable of supporting a population—in fact, requiring a population to cultivate and care for the crops—that would be even more numerous per square mile than is the population of Rhode Island." [1]
>
> —N. B. Broward, 1910.

This enthusiastic statement by an ex-Governor of Florida and a leading promoter of Everglades drainage suggests the glowing hopes held out for the future of south Florida in the early part of this century. Reports of the south Florida land companies envisioned that with the drainage of the great Everglades swamp, their land would blossom and produce giant beanstalks under the hoes of hundreds of family farmers on 10-acre plots.[2]

The expectations of the pioneers have not proved entirely wrong. In 1940–41 13,400 carloads of vegetables, including 5,500 carloads of beans, 2,000 carloads of cabbage, 1,800 carloads of tomatoes and 1,500 carloads of celery were produced in Palm Beach County, mostly in the Everglades.[3]

Since effective drainage of the Everglades began, some 100,000 acres of Glades land have been put into cultivation, about 70,000 of these in truck crops.[4] The total vegetable acreage of the three south Florida vegetable-growing counties was approximately 100,000 acres in the 1939–40 season.[5] Much of the Glades land is unsuitable for farming because drainage is impossible or prohibitive in cost, but a large acreage of potential farmland still remains. A substantial part of the Nation's winter vegetables is now grown in the Everglades.

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[19] Testimony of Mark Tennant, this volume, p. 12553; testimony of Luther Jones, this volume, p. 12658; Belle Glade Herald, April 3, 1942.

[20] See, for example, testimony of Mark Tennant, this volume, p. 12552.

[21] It has been suggested that on lands requiring annual tillage, cost of operation will probably increase as permeability of surface soil decreases and mole drains become less operative (see paper by C. Kay Davis, The Plan and Progress of the Soil and Water Conservation Program in the Florida Everglades, to be published by the Soils Science Society of Florida).

[22] Testimony of Luther Jones, this volume, p. 5.

[1] Homes for Millions, Collier's, January 22, 1910, p. 19.

[2] See Land Development in the Everglades, this volume, pp. 12883–12885.

[3] Florida State Marketing Bureau, Annual Fruit and Vegetable Report, 1940–41 Season, October 10, 1941, p. 56.

[4] Statement of Joseph R. Neller, this volume, p. 12536.

[5] U. S. Census of Agriculture, 1940. Figure includes Irish potatoes.

Original purchasers of Everglades real estate, however, were in the main badly disappointed. The people who invested their money in a few acres of Florida swampland with the promise of being able to cultivate fertile plots of winter vegetables, have mostly forfeited their claims. A few of the small farmers who started in the early days have made good and expanded their holdings, but the majority gave up sooner or later. "The small fellow doesn't have a chance here any more," they say in Belle Glade. Successful growers operate hundreds or thousands, rather than tens of acres. The largest operator is the United States Sugar Corporation, which has some 30,000 acres planted in sugarcane. Governor Broward's prediction of population growth assumed that cultivation would be non-mechanized and would support many resident farmers. Today labor needs are met by thousands of migratory workers brought into the region for harvesting, but they remain only for a few winter months. Little farm work is done in the summer. This is true of the coastal farming regions to only a slightly lesser degree.

SOIL COMPOSITION

South Florida is a huge platter of marl rock, a limestone made from broken and compressed shells. Lake Okeechobee occupies the upper end and to the south lies the Everglades, a great expanse of swampy, black, organic soil. The lake is fed by underground springs and by the waters of the Kissimmee River, which enter from the north. Before drainage operations were started, only a low muck bank separated the lake in the south from the Everglades. When the lake was high, water overflowed from the southern shore and the Glades was almost always covered with water. It was necessary to drain the land by means of a half dozen canals reaching from the southern borders of the lake to the Atlantic Ocean and the Gulf. These canals were designed to keep the water level of the lake below the Glades and to drain the swampland through which they passed.[6]

The soil covering the limestone substructure of the Glades is composed almost entirely of decayed sawgrass; this tall reed, together with some laurel bushes and water plants, is the principal natural vegetation of the undrained Glades. The greater part of the Glades soil is almost entirely organic; it is a peat soil. When drained, this peat may dry out to tinder and become a serious fire hazard. This land, still partly covered with water, is included in the estimates of potential farmland in the Everglades set by early promoters at three to four million acres. Present estimates of potential cropland vary but are much below the earlier figures. According to Dr. J. R. Neller, biochemist in charge of the Everglades Experiment Station, less than 100,000 of the three or four million acres of Everglades land are under cultivation; 500,000 acres are the probable maximum suitable for agricultural production.[7]

This present and potential farming area is almost entirely located in a crescent around the southern and southeastern shores of Lake Okeechobee. A strip bordering the lake, varying from 1 to 3 miles in width and comprising about 30,000 acres, is composed of "custard apple muck" so called because custard apple trees were the chief natural vegetation. This soil is highly organic, but contains 35 to 65 percent mineral matter, deposited by past overflows of the lake. This land, the first to be brought under cultivation, was most easily drained and required little addition of essential mineral elements lacking in the other Glades soils. A narrow strip of "willow and elderberry muck," comprising another 30,000 acres, is found beyond the "custard apple muck." It resembles the latter soil but contains somewhat less mineral matter. Beyond these soils is the sawgrass peat described above, making up the major part of the Everglades. The peat soil has an ash content varying from 25 percent down to 10 percent or less. A large part of this soil, principally that adjacent to the muck soils, is a compact organic composition which, with the addition of certain minerals, has proven to be excellent farm land. Since all of the muck land is now in use, the new land being put into crops is sawgrass peat.[8]

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[6] Land Development in the Everglades, this volume, p. 12864; also see map at end of volume.

[7] Statement by Dr. J. R. Neller, this volume, p. 12536. See, also, testimony of Mark R. Tennant, this volume, p. 12554. It should be noted that the figures for land use given by Mr. Tennant refer to the Everglades drainage district, which includes much coastal farmland not a part of the Everglades proper. Also, In the United States District Court for the Southern District of Florida Bankrupt, No. 1949–M. In the matter of the Everglades Drainage District, Petitioner (hereafter referred to as the Everglades Case), unpublished transcript, p. 175, 187–188; and Charles B. Evans, Soils of the Everglades, paper read before meeting of the Soil Science Society of Florida held April 21, 1942, at West Palm Beach, Fla.

All these soils have a high content of available nitrogen.

"In peat and muck soils, natural chemical processes and micro-organisms within the soil are always at work disintegrating the organic material, and these processes result in a gradual release of the nitrogen in forms available to plants."[9]

The principal mineral deficiencies are potassium and phosphorus. Manganese, zinc, and copper must also be added.[10] The quantities of these elements required vary with crops and with location but they are necessary for a satisfactory growth.[11] The organic nature of the soil, however, makes it highly absorbent. Little leaching occurs and the fertilizer is thoroughly utilized.[12] This soil is quite alkaline, having normally a 3 to 5 percent lime content[13] derived from the limestone base rock.

The great muck and peat soil area of the Everglades covers most of the three southeastern Florida counties, but their coastal areas also support an important truck-crop industry. The edges of the Glades, the rim of the concave platter, are banks of marl, rock and soil, a formation which underlies the whole Glades. The soil of the coastal region is predominately marl, but there are some areas of sandy soil. These marl and sand soils lack certain minerals as well as the high nitrogen content characteristic of the organic Glades soil but, when properly prepared and fertilized, they provide farmland for winter truck crop cultivation.[14]

Palm Beach County has Lake Okeechobee in its northwest corner, and at least four-fifths of its area is Everglades land—cultivated muck and peat, drained but uncultivated peat, and undrained sawgrass land. The coastal fifth is also quite level, varying in elevation between 2 and 12 inches per mile. It has stands of pine, cypress, and palm trees, as well as a few hardwoods. The soil is marl or sandy soil underlaid by marl. In some places it is excessively acid. The properly drained parts make excellent farmland.[15]

Below Palm Beach County lies Broward County, also principally in the Everglades. The Glades portion is mostly undrained and none has been cultivated.[16] A narrow strip near the coast contains good farmland. The northern half of this coastal strip, located inland from U. S. Route 1, is composed of a sandy soil which must be drained with the aid of powerful pumps and which has water problems similar to those of the Glades. Farming activity centers around the town of Pompano, and the area contains large farms where beans, tomatoes, and peppers are grown by mass-production methods. Below Fort Lauderdale, at Dania, is an area of marl soil which has been found excellent for the cultivation of tomatoes; the locality specializes in these to the exclusion of almost every other crop. Inland from Dania is the Davie muck-soil area where the farmers engage principally in beef cattle and citrus production. Near the southern border of Broward County, tomatoes and potatoes are produced on a marl soil.[17]

There is little farming in the northern part of Dade County except for a few citrus and avocado groves and small farms producing bunch crops for the Miami market. South Dade County, however, is an important vegetable region. Here a 2- or 3-foot layer of marl overlays the limestone bed. The marl soil, composed of broken shells and marine debris, is clay-like and sticky when wet, powdery when dry. Tomatoes have been grown here for many years and, recently, it has become an important competitor of the Hastings-Palatka potato area in north Florida. Some of the marl soil contains as much as 95-percent calcium carbonate; in other places, where organic matter is present, the soil has some natural fertility. But most of it supports growing crops only with the aid of fertilizers.[18] Nitrogen must be added, as well as phosphoric acid, potash, and manganese.[19]

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[8] Testimony of Joseph R. Neller, this volume, p. 12538.

According to a recent Soil Conservation Service survey, there are about 25,000 acres of lake-shore muck (termed "Okeechobee muck"), the mineral content of which ranges from 30 to 60 percent. The intermediate soil type is termed "Okeelanta peaty muck" and consists of about 30,000 acres of a peaty material overlying a heavy muck. Some 650,000 acres of Everglades peat were mapped, 350,000 acres of which were declared suitable for cultivation. This soil, which makes up the largest part of the Glades, is what is generally described as sawgrass peat and contains from 8 to 15 percent mineral matter. A variant of the peat is recognized by the survey, which mapped some 165,000 acres of Loxahatchee peat, "a very spongy, soft felty, brown, fibrous material." Most of this land is covered with water during the greater part of the year, and the soil is apparently too light and fluffy to be cultivated. (Charles B. Evans, op. cit.)

[9] A Fertility Program for Celery Production, Bulletin 333, University of Florida Agricultural Experiment Station, March 1939, p. 5. For certain crops, however, it is sometimes found necessary to add nitrogen as a side dressing. See below, p. 12915.

[10] Diseases of Beans in Southern Florida, Bulletin 336, University of Florida, Agricultural Experiment Station, September 1939, p, 5.

[11] Testimony of Howard L. Haney, this volume, p. 12579.

[12] A Fertility Program for Celery Production, p. 4.

[13] Potato Growing in Florida, Bulletin 295, University of Florida, Agricultural Experiment Station, April 1936, p. 19.

[14] Testimony of George D. Ruehle, this volume, p. 12797.

[15] Land Use Planning, Palm Beach County, Fla. Preliminary Report, May 1941, pp. 3, 10.

[16] Testimony of B. E. Lawton, this volume, p. 12778.

[17] Ibid., pp. 12778-12779.

SOUTH FLORIDA AND THE WATER TABLE

One of the most important problems for the south Florida farmer is control of the water table. South Florida is very flat; in its natural undrained state, a large part is covered or completely saturated with water. When canals were dug, it was expected that they would prevent the overflow of Lake Okeechobee and drain the Glades sufficiently for cultivation.[20] The first canals drained some of the muckland on the lake border,[21] enabling holders to start cultivation without additional drainage work. Except for a very small adjacent acreage, however, the main canals failed to drain the Glades. It was necessary to put in secondary and tertiary canals, emptying into the main canals. To develop land for cultivation local landholders formed subdrainage districts; bonds were floated and local taxes levied to finance the digging of lateral canals. It is reported that in the Everglades drainage district and the subdrainage districts, utilization of large areas has been discouraged by excessive taxation.[22] Drainage activities in many areas also have been quite inadequate; the canals are insufficient and often improperly maintained.[23] Officers of the Everglades drainage district hope that the recent financial reorganization of the district will lead to improvement.[24]

Drainage of land immediately adjacent to canals was often found to be excessive in the dry winter months. When the level of the lake went down, the water table of the whole drained area was lowered. Many crops require a plentiful supply of soil water, and growers found it necessary to install expensive water-control machinery. Increased acreages in celery and other crops with precise water requirements have intensified problems of control. Two-way pumps permit the secondary canals to be used either for drainage or irrigation, depending on the condition of the field and the water needs of the crop. Thus, the Glades farmers must be prepared to make large investments in pumping equipment and to farm an acreage large enough to bear the cost. The director of the Everglades experiment station considers that 80 acres are the minimum that can be put under water control and cultivation at reasonable cost per acre; the optimum is put at 620 acres, or 1 section.[25]

In addition to the immediate requirements for crop production, longer-range problems of conservation have arisen in the Glades. Experts agree that the water table should be kept high, at the surface when the land is undeveloped or fallow and, with growing crops, as near the surface as possible. There are two reasons for this. If the Glades organic soils dry out, they become highly inflammable; muck fires may be started by spontaneous combustion or by a carelessly thrown match or cigarette. Once started, a fire burns not only the dry saw grass but also the muck and peat. The fire may smolder for weeks, destroying hundreds of acres of valuable soil, until it is extinguished by rain. A high water table will also check the rate of soil subsidence. As the soil is drained and exposed to the air, rapid oxidation takes place through bacterial action, transforming the soil into carbon dioxide, in which form it disappears into the air. Oxidation occurs whether the drained land is broken up and cultivated or left in saw grass or other permanent vegetation.[26] Subsidence is also caused by compaction of the soil when cultivated, but only to a small extent and only in the first few years after the soil is broken up. Measurements made by the Everglades experiment station show that the rate of subsidence on water-controlled farm lands has been 1 inch each year.[27] Thirty years ago, the elevation of undrained land near the south shore of Lake Okeechobee was about 21 feet, with an average soil depth of 11 feet. This elevation has declined to an average of 16 feet, the muck depth to 6 feet.[28] In many places, of course, the layer of soil over the lime-rock base is much thinner than that near the lake—in some places only 2 feet.[29] From the long-range point of view, therefore, subsidence of the soil is a serious problem. Proper drainage of the Glades will become more difficult. The canals are dug in the soil and in the rock substructure. As the soil layer becomes thinner, it will be necessary to deepen the canals by digging farther into the rock—at a cost which might soon become prohibitive. The effect of the subsidence factor is already noticeable in certain places, as indicated in recent testimony concerning the Everglades drainage district bankruptcy proceedings. An expert witness told the court that shoaling and "the inadequate depth resulting from land subsidence and an original failure to excavate rock, make these canals inadequate for the purpose of removing excess water." [30]

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[18] Testimony of George D. Ruehle, this volume, p. 12797.

[19] Potato Growing in Florida, p. 18.

[20] Land Development in the Everglades, this volume, p. 12864.

[21] Small operations were possible on the higher muck banks even before drainage operations began.

[22] Land Use Planning, Hendry County, Preliminary Report, May 1941, p. 8.

[23] Land Use Planning, Palm Beach County, p. 13.

[24] *Everglades case*, passim. Also testimony of Mark R. Tennant, this volume, p. 12553.

[25] Testimony of Joseph R. Neller, this volume, p. 12543.

[26] Land Use Planning, Palm Beach County, p. 3.

[27] Testimony of Joseph R. Neller, pp. 12539–12541; testimony of Howard L. Haney, this volume, pp. 12580–12581.

[28] *Everglades case*, testimony of W. Turner Wallis, p. 167; Land Use Planning, Palm Beach County, p. 3; testimony of Joseph R. Neller, this volume, p. 12541.

For these reasons, experts recommend that the still unused portion of the Glades be kept under water at all times. It has also been recommended that, instead of encouraging the planting of summer cover crops as part of the Agricultural Adjustment Administration soil conservation program, the growers be urged, by means of benefit payments, to flood their cultivated lands during the idle months.[31] Some observers believe that, because subsidence rates are greater with low water tables, the major portion of the Glades should be planted to crops which will tolerate a high water table.[32] Experiments are being conducted to develop methods of farming which will protect the soil from subsidence.[33] By draining scattered patches of land in the Glades, land adjacent to the improved patch is also drained, resulting in unnecessary subsidence and danger of muck fire. The surrounding area then subsides as rapidly as the cultivated land.[34] Dr. Neller, of the Everglades Experiment Station, believes that increasing the cultivated area in compact blocks by extending already developed acreages, rather than by development of isolated sections, is the ideal way to develop and protect the Everglades soil.[35]

Some of the coastal farming areas have drainage problems in many ways similar to those of the Glades. In parts of eastern Palm Beach County and in the southern part of the Broward County coastal area, fields are often drained merely by ditches, a relatively simple and inexpensive process. Other regions require more precise water control. The whole Palm Beach County coastal area south of West Palm Beach is in the Lake Worth drainage district. This drainage district has put through the Range Line Canal, running between the edge of the Glades and the coast, connecting two of the main drainage canals. Farm land within the district is drained by this secondary canal.

The sandy soil area around Pompano in Broward County requires an elaborate system of water control. Individual growers must have pumping equipment to regulate the water table in their fields. Here, as in the Glades, the farm units run large and because of the investment necessary for water control the operators generally own the land. The other Broward growing areas, however, are drained by simple ditches.[36]

South Dade County presents serious drainage problems. One of the principal farming areas is a ridge between the Federal highway and Biscayne Bay, rising 2 or 3 feet above sea level. This area is usually flooded during the summer rainy season, but the water table drops to 2 or 3 feet below the surface in the fall. Artificial drainage is not needed for many of the higher fields in this area. Winter rainfall has been found to provide sufficient water without irrigation.[37]

Recent development of the early potato industry in south Dade County has brought the lower lying lands south of the ridge and east of Homestead into use. In addition to the necessity of drawing off rain water from the sea-level surface, the drainage problem is complicated by the fact that the area is constantly subjected to pressure from water in the Everglades to the west and in the ocean to the east.[38] The chief drainage project is located on South Dade Farms, Inc., a privately owned tract of about 20,000 acres, of which 2,500 acres are under water control and approximately 10,000 acres suitable for renting to growers; the owner does no farming. Since 1934 South Dade Farms has put through two major canals, equipped with powerful pumps to force the water out to the ocean. Lateral canals also run through the development, marking off 80-acre tracts. The individual grower sometimes installs pumps to regulate the water level on his plot.[39]

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[29] Land Development in the Everglades, this volume, p. 12863.

[30] *Everglades case*, p. 174.

[31] Land Use Planning, Palm Beach County, p. 12.

[32] See, however, testimony of Howard L. Haney, this volume, p. 12581.

[33] Testimony of Joseph R. Neller, this volume, pp. 12540-12542.

[34] Testimony of Howard L. Haney, this volume, pp. 12580-12581.

[35] Testimony of Joseph R. Neller, this volume, p. 12541. See also testimony of James E. Beardsley, p. 12569.

[36] Testimony of B. E. Lawton, this volume, p. 12779. One exception to this statement is the Dania tomato area in south Broward County, which is also drained by pumps.

[37] Potato growing in Florida, p. 17.

[38] Testimony of George D. Ruehle, this volume, p. 12798.

CLIMATIC CONDITIONS

The mild winter climate of south Florida has made possible a truck farming industry which enjoys a seasonal monopoly in many crops; production in California, Texas, Arizona, and other southern States competes for only part of the winter growing season.

No commercial vegetable crops are grown in south Florida during the hot rainy summers. Many fields are flooded during this period sometimes intentionally to protect the peat and muck soils. The winters are relatively dry. At the Everglades Experiment Station observations over a 12-year period show that over 60 percent of the total rainfall occurs from June to September. October and May average about 5 inches and in December there is a minimum rainfall, averaging 1 inch.[40] In south Dade County the rainy season comes somewhat later. The highest average rainfall usually occurs in October, sometimes in November, when early potato plantings are often drowned out.[41]

In the Everglades there is an appreciable difference in temperature between the muck area close to the lake and the saw-grass land farther south. Land near the lake is protected from cold winds by the dike and its proximity to that large body of water makes it more suitable for the less frost-resistant crops such as beans, tomatoes, peas, and potatoes. However, temperatures during the period from December to March often fall below freezing. Beans, the principal crop near the lake, reach production peaks in the late fall and early spring, although a few operators plant continuously throughout the winter.[42] Sugarcane will stand relatively low temperatures. After being subjected to a temperature of 32° for 3 hours, the cane may be harvested for several weeks afterward although "souring" of the sugar will proceed from the top of the stalk and travel down to the root.[43] Celery may be frozen by a temperature as low as 20°. The outer leaves shed after thawing and new leaves grow; the only effect of the frost is to delay the harvest.[44]

Temperature along the south Florida coast is less subject to extreme variations than in the Glades because of proximity to the Gulf Stream. In south Dade County potato growers report insignificant damage from frost since farming operations began in this area.[45] Beans and other more delicate crops are planted continuously throughout the winter, from early September until the beginning of April.[46] According to the director of the subtropical experiment station, however, late plantings of beans and tomatoes occasionally have been lost, and the general variation in temperature is similar to that of the Glades.[47]

2. South Florida Vegetable Crops

South Florida is probably unique in its rate of growth as an intensive agricultural region. In 1919, 60,250 acres in the State of Florida were devoted to the production of vegetables for sale. By 1929, commercial vegetable acreage had increased 131 percent, and in 1939, after 10 years of depression, the acreage had increased an additional 33.3 percent, to a total of 185,194 acres. The vegetable acreage in the three counties of southeastern Florida increased from 13,206 acres in 1919 to 36,062 acres in 1929 (an increase of 173 percent), and to 93,099 acres in 1939 (an increase of 158 percent). In Palm Beach County, where 29.4 percent (by value) of the State's vegetables were produced in 1939 (see table II) acreage increased 302 percent between 1919 and 1929 and 415 percent between 1929 and 1939. Broward County experienced a less spectacular but rapid increase in vegetable acreage. Dade County acreage more than doubled in the first decade, but declined slightly in the second (see table I). As one might expect, the value of vegetables harvested for sale increased less rapidly than acreages from 1929 to 1939 (see table II).

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[39] Testimony of James Sottile, this volume, pp. 12843, 12838, 12840–12841.

[40] Diseases of Beans in Southern Florida, p. 4.

[41] An Economic Study of White Potatoes in Dade County, Florida, Seasons 1934–35 to 1937–38, University of Florida, Agricultural Extension Service, November 1938, p. 8.

[42] Diseases of Beans, etc., p. 6.

[43] Testimony of Luther Jones, this volume, p. 12663

[44] Testimony of Howard L. Haney, this volume, p. 12590. See also testimony of Joseph R. Neller, p. 12546.

[45] An Economic Study of White Potatoes, etc., pp. 8–9.

[46] Diseases of Beans, etc., p. 6.

[47] Testimony of George D. Ruehle, this volume, pp. 12805–12806.

Nevertheless, the value of Florida vegetables was considerably greater in 1939 than in 1929, particularly in Broward and Palm Beach County production.

TABLE I.—*Vegetables and potatoes harvested for sale in Florida and selected counties, 1919–39* [1]

	Acres harvested for sale			Percentage change [2]	
	1919	1929	1939	1919 to 1929	1929 to 1939
Vegetables harvested for sale: [3]					
Florida	60,250	138.947	185,194	130.6	33.3
Broward	3.413	9,924	19,755	190.8	99.1
Dade	6,855	14.324	12,483	107.5	−13.6
Palm Beach	2,938	11,814	60,861	302.1	415.2
Snap beans:					
Florida	8,522	29,984	63,558	251.8	112.0
Broward	453	5,043	13,094	101.3	159.6
Dade	33	413	1,904	115.2	361.0
Palm Beach	1,006	8,396	38,768	734.6	361.7
Celery:					
Florida	1,225	5,420	6,930	342.4	27.9
Palm Beach	----------	35	941	----------	258.9
Seminole	887	3,736	4,488	321.2	20.1
Tomatoes:					
Florida	18,089	29,537	37,095	63.3	25.6
Broward	2,410	2,420	3,759	.4	55.3
Dade	6,504	13,097	9,139	101.4	−30.2
Palm Beach	1,179	1,778	7,197	50.8	304.8
Potatoes:					
Florida	17,525	23,460	22,339	33.9	−4.8
Dade	115	857	4,232	645.2	393.8
Palm Beach	218	724	1,046	232.1	44.5
St. Johns	7,174	8,329	3,934	16.1	−52.8

[1] Unfortunately the accuracy of census data on south Florida agriculture is open to question. Because of certain peculiarities of agriculture in the region, only approximate data are obtained. A comparison of table I, compiled from the censuses of 1919, 1929, and 1939, with table III compiled by the Agricultural Marketing Service from the Annual Fruit and Vegetable Report of the Florida State Marketing Bureau, reveals wide discrepancies in the acreages of vegetables harvested for sale, which cannot be accounted for by the fact that 1 series includes, and the other excludes, potatoes. It is believed that the figures of the Marketing Bureau are more accurate than are census data. However, for many purposes, census figures are the only ones available. They are believed to be quite satisfactory for showing directions of change and the approximate degree of change.

[2] Increase, unless otherwise indicated.

[3] Excluding Irish and sweet potatoes.

Source: United States Census of Agriculture, 1920, 1930, and 1940.

TABLE II.—*Value of vegetables harvested for sale, Florida and selected counties, 1919–39* [1]

	1919	1929	1939	Percentage change [2]	
				1919 to 1929	1929 to 1939
Florida	$13,695,255	$17,983,613	$20,107,235	31.3	11.8
Broward	(3)	1,834,345	2,267,382	----------	23.6
Dade	(3)	1,845,751	1,656,614	----------	−10.2
Palm Beach	(3)	1,436,447	5,918,021	----------	312.0

[1] Excluding Irish and sweet potatoes.

[2] Increase, unless otherwise indicated.

[3] Not reported.

Source: United States Census of Agriculture, 1920, 1930, 1940.

Table III presents the year-by-year acreage of Florida vegetables from the 1928–29 season through the 1940–41 season. These figures show marked annual fluctuation in the number of acres of vegetables grown in the State and in the three counties of southeastern Florida. Especially noticeable is the general decline in acreage in the last two or three seasons covered by the data. This decline is said to be arrested in the present (1941–42) crop season, during which acreages have again expanded.[48]

TABLE III.—*Vegetable acreage*[1] *in Florida and selected counties, 1928–29 to 1940–41 seasons*

	1928–29	1929–30	1930–31	1931–32	1932–33	1933–34	1934–35	1935–36	1936–37	1937–38	1938–39	1939–40	1940–41
Florida	122,480	131,000	130,550	121,850	127,150	153,150	156,750	156,350	166,380	183,600	177,500	163,250	166,145
Broward	10,600	9,800	12,375	12,650	24,200	18,950	21,950	28,400	29,100	27,200	23,250	16,800	24,550
Dade	16,400	8,350	9,350	7,050	9,400	15,050	18,200	14,900	20,600	20,250	22,600	10,850	15,175
Palm Beach	10,950	14,550	19,850	27,700	26,800	44,850	48,750	47,250	39,995	50,700	53,715	50,090	46,970

[1] Includes potatoes.

Source: Agricultural Marketing Service, U. S. Department of Agriculture, Commercial Vegetable Crops Florida, 1929–40, compiled October 1940, and Annual Fruit and Vegetable Report, 1940–41 Season.

TABLE IV.—*Snap bean acreage in Florida and selected counties, 1928–29 to 1940–41 seasons*

	1928–29	1929–30	1930–31	1931–32	1932–33	1933–34	1934–35	1935–36	1936–37	1937–38	1938–39	1939–40	1940–41
Florida	27,000	35,800	40,000	41,500	50,800	61,300	65,500	59,200	58,800	60,700	64,000	52,000	62,500
Broward	5,450	5,300	7,300	7,700	19,000	14,000	17,600	21,700	22,800	21,000	17,200	12,800	19,500
Dade	850	1,100	1,000	500	1,500	650	2,100	2,200	1,200	500	2,700	950	2,700
Palm Beach	7,300	11,000	14,500	10,900	18,600	35,800	36,000	25,300	25,100	28,800	35,000	27,800	30,000

Source: Commercial Vegetable Crops, Florida, 1929–40, p. 2–3, and Annual Fruit and Vegetable Report, 1940–41 Season.

Snap beans.

Winter green beans account for about one-quarter of the total value of Florida vegetable production in a normal year.[49] According to the 1940 Census, bean acreage more than doubled between 1929 and 1939 (see table I.)

The expansion of bean production in Florida has come about largely by increased plantings in the newly developed vegetable areas in the southeastern part of the State. According to 1939 Census reports, the two most important bean producing counties in the State are Palm Beach with 38,768 acres (61 percent of total State acreage), and Broward with 13,094 acres (21 percent of the State acreage). During the decade 1929–39, bean acreage increased 362 percent in Palm Beach County and 160 percent in Broward County (see table I.)

Table IV shows the acreage by years from the 1928–29 season through the 1940–41 season for the State and for the three southeastern counties. The wide fluctuations in the number of acres of beans harvested from year to year are due to differing weather conditions and growers' estimates of market conditions.

The acreages devoted to beans in Broward County in the last 3 years included in this table are somewhat smaller than in the 3 previous years. There is also an indication that Palm Beach County bean acreage had ceased to expand.

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[48] Testimony of Luther Jones, this volume, p. 12664.

[49] Annual Fruit and Vegetable Report, 1940–41 Season, p. 36.

On the other hand, Dade County bean acreage increased in the last 3 years recorded, and will probably continue to do so.[50] These changes reflect the desire of growers to diversify their crops. The shift away from beans in Palm Beach and Broward Counties is partially due to the highly speculative character of the crop grown in these areas; adverse climatic conditions affect beans most quickly and most disastrously. Many of the smaller growers favor beans as a quick crop requiring less capital for production. From 45 to 60 days after planting, the crop is marketed and the grower can use the proceeds to make another crop. Some supply dealers who extend credit may require borrowers to plant beans, because the several plantings each season increase the volume of the dealers' business.[51] Growers in these areas able to do so, however, curtailed their bean acreages and expanded their plantings of more cold-resistant crops.[52] At present, bean acreage is probably expanding under the stimulus of the food-for-victory campaign, and may increase considerably if the canning of beans in the Everglades, begun this year, becomes more important in the future.[53] In Dade County potatoes and tomatoes were formerly the only major crops. With an overexpansion of these crops in the period from 1936 to 1939, prices fell, and growers began to look for more profitable crops. Beans have been the most important crop selected for expansion in this area.[54]

The south Florida bean season extends from early fall until May. Plantings begin soon after September 1st and continue until April. In the latter part of November and in December fewer beans are planted than in other months of the planting season since beans are killed quickly by freezing temperatures which are most likely to occur in late December and January. This is particularly true of the Glades area.[55] Heaviest shipments of beans are made in November, February, March, and April.[56]

Florida furnishes practically all the snap beans entering the fresh vegetable markets from November through April. October beans face competition from late producing areas in other States, notably Texas and Louisiana. Near the end of the Florida season, in May and June, large quantities of beans come into the market from a number of more northern States, with a resulting drop in prices.[57]

Celery.

Celery is not, as yet, a major crop in southeastern Florida. The State is the second largest producer of celery in the United States, but acreage is concentrated in the Sanford-Oveido section of Seminole County, in the central part of the State (see table V.). Celery acreage in the Glades, though small at the present time, is rapidly increasing. Many informed persons believe that celery production there will increase to the point where regions in direct competition will find it necessary to curtail production sharply or to withdraw from the field entirely.[58] Celery is an excellent example of the type of crops which are being introduced in an effort to stabilize farming operations in the Glades. Celery is less affected by low temperatures than beans and other tender crops. At the present time it is also a profitable crop for a program of diversified growing. Table V shows an upward trend in Florida celery acreage since the 1928–29 season. It shows also the rapid expansion of celery acreage in Palm Beach County (where Glades production is concentrated). From these figures expansion would appear to be largely at the expense of Seminole County.

Florida celery shipments occur mainly from January to May.[59] Since the harvest and shipping season is the same for all Florida celery areas, they sell in direct competition with one another. The chief competitor of Florida is California, which makes heavy shipments in every month of the Florida season. In 1939–40, Florida shipped 7,886 cars during the winter months while California shipped 4,926 cars. This is only part of the California crop, for that State produces all year round and its total annual shipments are slightly larger than

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[50] Testimony of George D. Ruehle, this volume, p. 12799.
[51] Testimony of George F. Walz, this volume, p. 12732.
[52] Testimony of Joseph R. Neller, this volume, p. 12545
[53] See testimony of Samuel H. Rosenstock, this volume, p. 12632.
[54] Testimony of George D. Ruehle, this volume, p. 12779; Luther L. Chandler, p. 12829.
[55] Diseases of Beans in Southern Florida, p. 6.
[56] What and When to Plant, bulletin 1, new series, Florida State Department of Agriculture, August 1941, p. 22. See also, Diseases of Beans in Southern Florida, p. 6.
[57] What and When to Plant, p. 22.
[58] Testimony of Daniel DeBruyne, this volume, p. 12703.
[59] From Field to Market with Florida Vegetables and Citrus Fruits, No. 88, new series, Florida State Department of Agriculture, Oct. 1938, p. 26.

Florida's. By concentrating their whole crop in the winter months, Florida celery growers are reported able to realize a greater income than their western rivals.[60] Celery producers in northern States ship most of their crop in the summer and fall. However, a small amount of northern celery is stored for the winter market and is released in competition with the Florida crop. New York and Michigan ship some celery in December and early January.[61]

TABLE V.—*Celery acreage in Florida and in selected counties, 1928–29 to 1940–41 seasons*

	1928–29	1929–30	1930–31	1931–32	1932–33	1933–34	1934–35
Florida	6, 620	6, 650	6, 150	6, 850	6, 650	6, 000	6, 000
Palm Beach			100				
Seminole	4, 300	4, 300	3, 900	4, 800	4, 300	3, 650	4, 000

	1935–36	1936–37	1937–38	1938–39	1939–40	1940–41
Florida	6, 500	7, 500	8, 000	7, 300	7, 500	9, 100
Palm Beach		145	400	600	1, 060	1, 970
Seminole	4, 250	5, 300	5, 600	4, 980	4, 600	4, 750

Source: Commercial Vegetable Crops, Florida, 1929–40, p. 6; Annual Fruit and Vegetable Report, 1940–41 Season.

Tomatoes.

Winter tomatoes have, for many years, returned to Florida producers more money than any other vegetable crop. Year after year, the tomato crop has constituted from one quarter to one-third of the total value of Florida vegetables.[62] It appears likely, however, that the yearly value of tomatoes will be surpassed by other crops, notably celery, in the near future.

Table VI shows a rather sharp contraction in tomato acreage harvested in Florida and in the three southeastern counties during the last 2 years. The decrease is due to a number of factors. Tomatoes are damaged by low temperatures. As new, more frost-resistant crops are introduced, growers, particularly in south Dade County, are shifting away from tomatoes. Land planted to tomatoes for some time becomes infested with tomato diseases, necessitating a shift to other crops.[63] With increasing competition from domestic shipments in the fall and early spring and from foreign shipments during the winter,[64] Florida growers are turning to other crops or diversifying their plantings to a greater degree.

Tomotoes will undoubtedly remain one of south Florida's major truck crops and will increase if a suitable canning variety is developed; otherwise, with a limited market for winter tomatoes, it appears probable that acreage will not expand considerably as long as more profitable crops can be introduced.

Tomato production in Broward and Dade Counties is concentrated in the winter months of December, January, and February, while Palm Beach County production reaches its peak in the spring.[65]

TABLE VI.—*Tomato acreage in Florida and in selected counties, 1928–29 to 1940–41*

	1928–29	1929–30	1930–31	1931–32	1932–33	1933–34	1934–35
Florida	38, 700	31, 260	26, 800	23, 700	24, 900	30, 500	32, 500
Broward	3, 200	2, 500	1, 675	1, 200	2, 100	2, 500	2, 500
Dade	14, 000	5, 900	7, 000	5, 250	6, 800	10, 900	12, 100
Palm Beach	2, 300	2, 200	2, 600	4, 000	4, 100	2, 000	4, 750

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[60] A Study of Celery Farming on the Everglades Organic Soils, Palm Beach County, Florida, Seasons 1937–38 to 1939–40, University of Florida, Agricultural Extension Service, May 1941, p. 6.

[61] From Field to Market with Florida Vegetables and Citrus Fruits, p. 26.

[62] Annual Fruit and Vegetable Report, 1940–41 Season, p. 36.

[63] Testimony of George D. Ruehle, this volume, p. 12799.

[64] The Production, Distribution, and Competition of Florida Vegetables, No. 88, new series, Florida State Department of Agriculture, October 1940, p. 142.

[65] Florida Vegetables, Bulletin 90, University of Florida, Agricultural Extension Service, June 1937, p. 61.

TABLE VI.—*Tomato acreage in Florida and selected counties, 1928–29 to 1940–41*—Continued

	1935–36	1936–37	1937–38	1938–39	1939–40	1940–41
Florida	32, 600	35, 700	45, 300	40, 700	34, 000	26, 550
Broward	2, 200	4, 200	4, 000	3, 500	2, 250	1, 600
Dade	7, 900	12. 700	11, 500	12, 500	3, 500	6, 000
Palm Beach	10, 500	3, 800	8, 800	5, 750	6, 200	2, 300

Source: Commercial Vegetable Crops, Florida, 1929–40, pp. 18–19; Annual Fruit and Vegetable Report, 1940–41 Season.

Potatoes.

The earliest spring crop of potatoes in the United States is dug from the Florida fields in January; therefore Florida growers enjoy a favorable market position. The principal Florida commercial potato area until recently was the Hastings area of St. Johns County in the northern part of the State. In the past 10 or 12 years the southeastern counties have rapidly increased potato production. A small area in Dade County near Homestead, 20 miles southwest of Miami, has been found very suitable for potato growing. It has the advantage of producing a crop several weeks ahead of the northern Florida and Arizona crops; the only competition is offered by late out-of-State crops stored from the previous year.[66] More recently the peat soil of Palm Beach County is being used to produce increasing quantities of early potatoes.

Florida shares the potato market only with Arizona from February until the end of March when the Texas crop is shipped. In April and May other States begin shipping potatoes in competition with the late Florida crop. Florida shipments are ended by July. The potato crop is dug before it reaches maturity, because soil and growing conditions are not suitable for the production of fully-matured potatoes and because the small new potatoes command premium prices. In general, however, the quantity of potatoes stored from the preceding fall in other potato areas is an important factor in determining the price of the early Florida crop.[67]

Table VII indicates that Dade County and Palm Beach County potato production has adversely affected the north Florida crop. In the first 8 years included in the table, St. Johns County produced over one-third of all the potatoes grown in Florida (with the exception of the 1933–34 season when the proportion grown was almost 30 percent). During this period the proportion grown in the three southeastern counties increased from 7 percent of the State total to 23 percent. In the seasons 1936–37 through 1940–41 the proportion grown in St. Johns County declined to approximately one-fourth and fell below the combined production in the three southern counties. All areas experienced a decline following the peak production of the 1907–38 season which flooded the market with early potatoes. Average prices fell from $1.43 a bushel for the 1935–36 crop and $1.32 for the 1936–37 crop to 70 cents a bushel in the winter of 1937–38.[68] Costs of disease control also rose rapidly because of the increase in wire-worm population.[69] Acreage was immediately and drastically curtailed.

TABLE VII.—*Potato acreage in Florida and in selected counties, 1928–29 to 1940–41 seasons*

	1928–29	1929–30	1930–31	1931–32	1932–33	1933–34	1934–35
Florida	22, 000	31, 000	27, 000	21, 500	17, 000	23, 500	24, 800
Broward	----------	----------	100	----------	----------	250	100
Dade	850	1, 200	800	800	1, 000	3, 000	3, 700
Palm Beach	700	600	800	700	100	400	1, 150
St. Johns	8, 400	13, 000	11, 600	8, 450	7, 500	7, 000	9, 250

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[66] An Economic Study of White Potatoes in Dade County, pp. 4–8.

[67] Ibid., p. 23.

[68] Annual Fruit and Vegetable Report, 1940–41 Season, p. 34.

[69] Testimony of George D. Ruehle, this volume, pp. 12804–12805.

TABLE VII.—*Potato acreage in Florida and in selected counties, 1928$29 to 1940–41 season*—Continued

	1935–36	1936–37	1937–38	1938–39	1939–40	1940–41
Florida	24,500	31,300	31,400	26,700	25,600	26,200
Broward	200	300	200	300	400	400
Dade	4,600	6,500	8,000	7,000	6.000	6,000
Palm Beach	900	2,400	3,000	1,975	2,500	2,500
St. Johns	8,500	8,800	8,200	6,800	6,600	7,100

Source: Commercial Vegetable Crops, Florida, 1929–40, pp. 15–16, and Annual Fruit and Vegetable Report; 1940–41 Season.

Other vegetables.

The acreage of lima beans, cabbage, escarole, and lettuce has gradually increased. Other important crops are green peas and green peppers.[70] The acreage of all these crops has fluctuated from year to year. This is natural in a new producing area, where growers are still searching for the growing program which will best answer the particular weather and market conditions with which they are confronted.

III. WHO IS THE FLORIDA FARMER?

The south Florida farmer is truly a pioneer. Large-scale producers have built up the great vegetable industry of the region within the past 10 or 15 years. They came down to this agricultural frontier from Maine, Georgia, Ohio, Michigan, South Carolina—few seem to be native Floridians—broke up the virgin muckland with caterpillar tractors and planted their crops—500 acres of beans, 50 acres of radishes, 200 acres of celery. The Glades farmers are exceedingly proud of their recent pioneer past and their present achievements. They call themselves the "muck rats" and point with pride to those of their number who came into the region with nothing and remained, through hurricanes, floods, and freezes, to accumulate several thousand acres of cropland and build packing houses. In the early days of settlement there were many small farmers; a few of them achieved success and became large-scale operators. A few who cultivate 5- and 10-acre plots are still present, but their total production is of minor importance, except in supplying the local markets.[71] The majority of small farmers have difficulty in making a living and, as most south Floridians will tell you, are "on the way out." [72] The largest Florida farmer is the United States Sugar Corporation which grows some 30,000 acres of sugarcane in the Everglades and employs over 5,000 workers each season.[73]

The recent and rapid growth of south Florida farming is strikingly apparent in almost all sections. The Belle Gladians point out as an "old timer" a man who came down to the lake and started growing crops in 1927.[74] In the Pompano area, dredges are still digging new canals and the beans grow among cypress stumps. Some of the best farmland in South Dade County was wet wilderness 15 years ago—and has since been transformed into potato fields.[75] Total farmland in the three counties was 39,000 acres in 1900; it had risen to more than 238,000 acres by 1940.[76]

TENURE STATUS OF THE FARMER

Within the past few years growers in the main truck farming areas of south Florida have tended to buy rather than to rent land. According to a leading dealer in Glades farm real estate, the turning point came in 1938. He based his contention in part on a survey of land acquisitions by 15 large farmers who constitute "a fair sample." These men owned an aggregate of 600 acres in 1938 and by 1942 they had acquired 11,000 acres.[77] A recent article in the Belle Glade Herald says:

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[70] Annual Fruit and Vegetable Report, 1940–41 Season, p. 8.

[71] See pp. 12908–12912.

[72] Testimony of Luther Jones, this volume, p. 12659; Howard L. Haney, p. 12597.

[73] Sugar Production in Florida, this volume, pp. 12959–12972.

[74] Testimony of Howard L. Haney, this volume, p. 12578; James E. Beardsley, p. 12560.

[75] Testimony of James Sottile, this volume, p. 12842.

[76] U. S. Census of Agriculture.

"Until 1938 local farmers were not land-owning conscious; they rented, or squatted, hoping the owner wouldn't come around looking for rent.

"Now, farmer-owner is the rule, rather than the exception. Wells, Creech, Haney, Stein, Keesee, Hooker, Register, the Van Landinghams, Fleming, Wedgworth, Kruse, Peet, Thomas, Walker, Lord are names connected with farmer ownership of land.

"The development 'outside,' meaning land outside of the subdrainage district, has continued each year in increasing acreage over last.

"Recent announcements of development will bring the total of this year's operations on 'outside' lands into the thousands." [78]

The trend toward ownership is very clear in Glades celery operations. Celery is grown on new saw grass land [79] and "the cost of investment for an efficient water control system is too great without reasonable security as to its future use." [80] In south Dade County, the profitability of potato growing has led growers to buy up available potato land. A study conducted from 1934–35 to 1937–38 found that the proportion of acres rented fell from 85.3 to 51.8 percent. During this period land rents rose almost 80 percent but the selling price rose more than 100 percent.[81] The secretary-treasurer of the Miami Production Credit Association stated to committee investigators:

"Every man in the farming area, that has been successful to a point where he has surplus money after the farming season, has a general tendency to buy land rather than conserve his resources for operation." [82]

Since this tendency to purchase land has been recently intensified, the 1940 census figures do not fully show the present extent of land ownership; nevertheless, they indicate a great decrease in tenant operation and an increase in full and part ownership of farmland.

In Broward County only 30.2 percent of the operators were full owners, while an additional 7.7 percent owned part of the land they operated (see tables VIII, IX, X). These growers operated 55 percent of the cropland harvested for the county. Owner-operators are, therefore, the more important group of Broward County growers.[83] In general, their farms are larger than the farms operated by tenants. The percentage of owner-operators increased from 21.1 percent in 1930 to 30.2 percent in 1940, and the cropland harvested by full owners rose from 28.9 percent in 1929 to 39.1 percent in 1939, largely at the expense of tenant-operated land which declined from 41.3 to 28.9 percent. The amount of land owned by farm operators, however, did not increase as rapidly as did total farm land (see table XI).

Increase of land ownership is more striking in Dade and Palm Beach Counties, areas of greater recent development. According to the 1940 census, the percentage of full owners in these counties was higher than any other group, but the growers who owned part and rented part of their land were the most important in regard to the amount of cropland harvested (tables VIII and X). There were numerous relatively small owner-operators; [84] the large growers rented land in addition to that which they owned.[85] The small owner-operators in Palm Beach County are located mainly on the coastal area.[86] In Dade County, many of the small owners are operators of citrus and avocado groves. Increase in the extent of ownership of crop land harvested cannot be shown by the census data. However, in these counties, particularly in Palm Beach County, a high proportion of land in farms is utilized as cropland. Farmland in Palm Beach County expanded 131.9 percent from 1930 to 1940; during the same period, the amount of farmland owned by the operator increased 240.8 percent. In Dade County total land in farms rose only by 39.3 percent, but farmland owned by the operator increased 75.8 percent.

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[77] Testimony of Luther Jones, this volume, p. 12658.

[78] Belle Glade Herald, April 3, 1942. It must be noted that operations on "outside" land involve costly drainage installations, which will not be made on rented land.

[79] Celery can be grown on such land very successfully, while muck land is in great demand for beans and the less frost-resistant crops.

[80] A Study of Celery Farming on the Everglades Organic Soils, etc., p. 10.

[81] An Economic Study of White Potatoes in Dade County, etc., pp. 10–11. The study covered a sample varying from 23 to 30 growers, operating over 60 percent of the potato acreage in Dade County during these years.

[82] Testimony of George F. Walz, this volume, p. 12736.

[83] See testimony of B. E. Lawton, this volume, p. 12781. Growers in the mass production area near Pompano own about 80 percent of their land.

[84] Average size of owner-operated farms in Palm Beach County was 24 acres, in Dade County it was 10 acres.

[85] Average size of part-owner-operated farms in Palm Beach County was 226 acres, in Dade County it was 89 acres.

[86] Land Use Planning, Palm Beach County, p. 5.

TABLE VIII.—*Palm Beach County farm operations, by color and status of operators, 1930 and 1940*

	Number of operators			
	Number		Percent	
	1930	1940	1930	1940
Number of farms	874	808	100.0	100.0
Color:				
White	686	654	78.5	80.9
Nonwhite	188	154	21.5	19.1
Tenure:				
Full owners	304	408	34.7	50.5
Part owners	60	100	6.8	12.4
Managers	33	18	3.8	2.2
Tenants	477	282	54.7	34.9
Cash	208	154	[1] 23.8	[1] 19.0
Share cash	269	8	[1] 30.8	[1] 1.0
Share and croppers		92		[1] 11.4
Others		28		[1] 3.5

	Cropland harvested			
	Number of acres		Percent of acres	
	1929	1939	1929	1939
Total cropland harvested	13,182	49,917	100.0	100.0
Tenure:				
Full owners	3,010	9,789	22.8	19.6
Part owners	2,482	22,579	18.8	45.2
Managers	2,134	3,988	16.2	8.0
Tenants	5,556	13,561	42.2	27.2

[1] Computed as a percentage of total number of farms.

Source: U. S. Census of Agriculture, 1930 and 1940.

TABLE IX.—*Broward County farm operations, by color and status of operators, 1930 and 1940*

	Number of operators			
	Number		Percent	
	1930	1940	1930	1940
Number of farms	938	946	100.0	100.0
Color:				
White	535	599	57.0	63.3
Nonwhite	403	347	43.0	36.7
Tenure:				
Full owners	198	285	21.1	30.2
Part owners	60	73	6.4	7.7
Managers	15	25	1.6	2.6
Tenants	665	563	70.9	59.5
Cash	202	249	[1] 21.5	[1] 26.3
Share cash	463	8	[1] 49.4	[1] 0.8
Share and croppers		272		[1] 28.8
Others		34		[1] 3.6

[1] Computed as a percentage of total number of farms.

TABLE IX.—*Broward County farm operations, by color and status of operators, 1930 and 1940*—Continued

	Cropland harvested			
	Number of acres		Percent of acres	
	1929	1939	1929	1939
Total cropland harvested	11,218	21,400	100.0	100.0
Tenure:				
Full owners	3,247	8,357	28.9	39.1
Part owners	1,762	3,398	15.7	15.9
Managers	1,579	3,454	14.1	16.1
Tenants	4,630	6,191	41.3	28.9

Source: U. S. Census of Agriculture, 1930 and 1940.

TABLE X.—*Dade County farm operations, by color and status of operators, 1930 and 1940*

	Number of operators			
	Number		Percent	
	1930	1940	1930	1940
Number of farms	1,160	1,439	100.0	100.0
Color:				
White	1,090	1,338	94.0	93.0
Nonwhite	70	101	6.0	7.0
Tenure:				
Full owners	526	800	45.4	55.6
Part owners	65	98	5.6	6.8
Managers	100	33	8.6	2.3
Tenants	469	508	40.4	35.3
Cash	424	375	[1] 36.5	[1] 26.0
Share-cash	45	----------	[1] 3.9	----------
Share and croppers		57		[1] 4.0
Others		76		[1] 5.3

	Cropland harvested			
	Number of acres		Percent of acres	
	1929	1939	1929	1939
Total cropland harvested	23,673	27,892	100.0	100.0
Tenure:				
Full owners	7,450	8,122	31.5	29.1
Part owners	4,659	8,603	19.7	30.9
Managers	3,848	5,503	16.2	19.7
Tenants	7,716	5,664	32.6	20.3

Source: U. S. Census of Agriculture, 1930 and 1940.

TABLE XI.—*Increase in land in farms and land in farms owned by operators, Palm Beach, Broward and Dade Counties, 1930 and 1940*

	1930 (acres)	1940 (acres)	Percentage increase 1930 to 1940
Palm Beach County:			
All land in farms	34, 576	80, 175	131.9
Land owned by operator [1]	9, 538	32, 504	240.8
Broward County:			
All land in farms	24, 139	77, 559	121.3
Land owned by operator [1]	10, 350	32, 712	116.1
Dade County:			
All land in farms	50, 620	70, 503	39.3
Land owned by operator [1]	19, 385	34, 074	75.8

[1] Land in farms operated by full owners plus portion of land owned by operators in farms operated by part owners.

Source: United States Census of Agriculture, 1930 and 1940.

Considerable muckland on the lake shore is still rented, usually by large growers. This is choice bean land and its owners often rent the land in preference to raising such a speculative crop themselves. Some growers for their part prefer renting bean land because it permits more flexibility in scope of planting operations from year to year. When Glades farming was a speculative venture, gambling with rented fields was preferred to sinking capital into the purchase of farm land. Until recently many growers hesitated to buy land because of the confusion in Everglades land titles.

Tenancy has shifted largely from a share to a cash basis in Broward and Dade Counties. Probably the landowners prefer a high assured return from cash rental to the speculative returns from share rental.[87] In Broward County, however, we find a higher percentage of share tenancy, particularly cropping.

Aside from these regular types of tenure, there are also a considerable number of "squatters." These people live in the towns, or sometimes on the land, and farm patches of land belonging to the State, to a drainage district or to large land companies. These operators have no legal claim to the land and probably produce very little; they have no capital for equipment or fertilizer and cannot obtain adequate credit. Their few products are principally consumed at home or sold in the local curb markets.[88] This type of tenure now is found only in coastal areas, but was common about 10 years ago among small commercial farmers in the Glades. One Belle Glade packing-house worker, formerly a small farmer in the Glades region, tells a characteristic story:

"Miss PASCAL. Where did you start farming down there?

"Mr. SWINDLE. Clewiston.

"Miss PASCAL. What did you grow over there?

"Mr. SWINDLE. Most everything—beans, tomatoes, corn, potatoes, all kinds of vegetables.

"Mr. TIPTON. Did you come down here to buy land or rent it?

"Mr. SWINDLE. Just squatter's claim.

"Mr. TIPTON. That was before any of the drainage districts were established around here?

"Mr. SWINDLE. Yes, sir. * * *

"Miss PASCAL. Can a person go out there and farm rent free now?

"Mr. SWINDLE. I don't know. They got such big companies now they take it away from you. That's the way they did mine.

"Mr. TIPTON. How was that, Mr. Swindle? Will you explain how they took it away?

"Mr. SWINDLE. The sugar companies, they just came in and surveyed and took it away from you and put you out." [89]

A farm-real-estate agent, who came to Belle Glade in 1931, said:

"When I first began to operate here, farmers, in a great number of cases, would just decide 'I am going to farm that 40' and they would go sit down on it and start farming. If the owner came along and wanted to collect rent, they would tell him to get out of the way. The farmers objected to paying rent. Several threatened to try to run me out. That was partly due to the drainage conditions. A lot of the land was not properly drained."[90]

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[87] See p. 12913 this volume.
[88] Land Use Planning, Palm Beach County, p. 5; testimony of Richard Mitchell, this volume, p. 13029.
[89] Testimony of C. M. Swindle, this volume, p. 12707.

A great part of the farmland in south Florida is owned in large blocks. Formerly, thousands of acres of Everglades land were given to railroads and land-development companies. In the checkered history of Glades land development, many original holders gave up title to their land by defaulting on payments, by selling in small parcels to other speculators or prospective homesteaders, and by failing to pay drainage district and State taxes. A large amount of the poorer land is now back in the hands of the State and the drainage districts, but large parcels of the better land are still held by land companies. In addition, there are still hundreds of scattered small holdings, some idle, some farmed by owners or squatters, some rented to operators by local or absentee owners.[91] A similar situation exists in the other south Florida truck areas along the coast. Most of this land requires drainage or other expensive improvement before it can be used for farming. Part of the drainage is undertaken by the drainage districts, but in some areas large blocks of land have been improved by land owning companies which rent to operators. The outstanding example is the South Dade Farms, Inc, near Homestead.[92] This company does not engage in farming. It has ditched, drained and prepared the land, which is principally used for potato growing. It rents any acreage to an operator—plots vary from three to several hundred acres—at fixed rentals; these range from $10 to $20 an acre, depending on adequancy of drainage.[93] Some farmers who grow potatoes exclusively prefer this rental system. Land used continuously for potatoes becomes diseased, and unsuited for that crop, though satisfactory for leaf crops and beans.[94] By renting, the potato grower is not burdened with disease-infested land; he may rent a healthy plot each year. Since the trend toward diversification of crops, the advantage of renting has declined.

Under most rental arrangements the improvements are put in by the renter. The Palm Beach Land Use Planning Committee comments:

"The prevalence of tenant-operated lands is a problem in different parts of the county, but mainly in the lake area, where over 75 percent of the land is rented. Farmers reported that owners would not make permanent improvements such as houses, pumping equipment, etc., and that farmers prefer renting to paying the high drainage taxes."[95]

The renter is compelled to furnish expensive pumping equipment. In the early days of Everglades farming this was not the case. Farming was limited to the muck area along the principal drainage canals, where seepage into the canals kept the fields dry enough for cultivation. In the 1920's and early 1930's this area was planted mainly to beans which require less careful regulation of the water table than do more recently introduced crops. As the drainage system was elaborated, it was found that some lands were being overdrained and that the water table of land near the lake had to be raised. Thus, additional ditches and pumps are now necessary to cultivate much of the land which formerly required only a plow and some bean seed.[96]

As indicated above, absentee owners hold a substantial portion of the land, often in small lots. Local rental agents in the lake area handle these acreages for their absentee owners, renting to the actual operators.[97] Often these agents are local brokers who take shares of the crop or arrange to handle the produce.

Along the coast, in the Pompano area, beans and peppers are grown on large units owned by the operators. Southern Broward County farm areas, Davie, Dania, and Hallandale, have smaller farm units and somewhat more tenancy.[98] In south Dade County some areas are predominantly owner operated, others, such as South Dade Farms, are tenant operated. Between the desirable farming regions are areas of burned-out muck, too shallow for cultivation, and soil areas that are badly drained or too acid to support profitable farming operations. Small farmers located in these spots produce a few vegetables for the local markets. Characteristic areas are described:

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[90] Testimony of Luther Jones, this volume, p. 12658.

[91] Land Development in the Everglades, this volume, pp. 12863–12888; testimony of Mark R. Tennant, p. 12550 ff.

[92] The Brown Company, owner of Shawano Plantations in the Glades, originally developed land for its own experimental operations in various crops. It now rents acreages and provides pumping facilities for about $20 per acre. See, Land Use Planning, Palm Beach County, pp. 16 and 27 (area E–3).

[93] Testimony of James Sottile, this volume, p. 12835.

[94] Testimony of George D. Ruehle, this volume, p. 12805; Luther L. Chandler, p. 12829.

[95] Land Use Planning, Palm Beach County, p. 15.

[96] See J. C. Stephens, The Financial Characteristics of the Kissimmee-Everglades Watershed From the Hydrological Standpoint, unpublished paper, Soil Science of Florida, April 21, 1942.

[97] Testimony of Luther Jones, this volume, p. 12657.

[98] Testimony of B. E. Lawton, this volume, p. 12781.

"These two areas are located in the southeastern part of the county and represent the lands that were at one time the principal farming area of Palm Beach County. * * * A large part of area A–2 was formerly muck land, but destructive fires have burned large sections of the muck down to the underlying strata of white sand, which now has very little agricultural value.

"Most of the area A–1 contains a predominance of Leon and Portsmouth soils which were originally poorly drained and highly acid. The forest growth on the better part is small scattered Caribbean pine and scrub palmetto. * * * There are over 100 truck farmers cultivating small acreages and endeavoring to produce crops successfully mostly on the lower muck pocket soils that were burned less severely than the general area because of the higher water level. * * * Most of these farmers are squatters who do not own the land, seldom pay any rent, but select a desirable looking piece of land and proceed to grow a crop. Most of the land is owned or controlled by the Lake Worth Drainage District or other large holders. * * *[99]"

Small plots such as those described are scattered all through the coastal area. Their operators frequently have to supplement their income from other sources. Some have part-time jobs in nearby towns or work as day laborers for other farmers.[1] The Palm Beach County Land Use Planning Report said regarding the general economic level of this group of small Florida farmers:

"Most of the farmers usually work on WPA a few days and obtain money to live, and spend the remainder of their time farming."[2]

THE FLORIDA FARM

In south Florida agriculture the farm and the home are not synonymous. Very few of the large farmers, and probably only half of the small farmers, live on their farms. In the three southeastern counties, 1,457 farmers live on the farms which they operate, while 1,621 live elsewhere, according to the 1940 Census. The percentage varies in the three counties:

Dade County	38.2 percent live off the farm operated
Broward County	78.4 percent live off the farm operated
Palm Beach County	46.7 percent live off the farm operated
State	15.9 percent live off the farm operated[3]

Dade County, as reported in the Census, has 61.8 percent of farmers living on the farm which they operate, the highest percentage for southeastern Florida. In the potato and tomato area of south Dade, however, one sees hundreds of acres without a single house, except for an occasional tool shed or cabin for hired hands. The absence of farm homes in this area, as in most other south Florida areas, is due to the fact that much of the land in this area is flooded during the summer months. The growers live in the towns—Homestead, Perrine, Goulds—and commute 5 or 10 miles out to their fields during the growing season. The owner of South Dade Farms, the largest renter of farmland in the county, told committee representatives that some of his clients live as far away as Miami Beach.[4] Many of his renters are northern farmers who migrate to south Florida to grow a winter crop of potatoes[5] and who cannot rent suitable houses in the local towns. Nonfarm residence is common not only for growers who can afford to live in Miami Beach, but also for the poorest tenants. South Dade Farms rents scores of plots under 10 acres to Italian families; some four or five hundred of these live in small houses and tenements clustered in Florida City.[6] A number of small truck farmers in the northern Dade County regions and numerous avocado and citrus growers account for the comparatively high percentage of farm residence in Dade County.

The lowest percentage of farm residence is in Broward County where only 21.6 percent of the growers live on the land they operate. Here, too, the land becomes flooded in the summer. The growers work the land for only a few winter months[7] and prefer to live in town near the movies, schools, and clubs, driving back and forth during the season. In the Pompano area, however, it is a common practice to keep a Negro living out in the fields to start up the pumps if rain comes during the night.

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[99] Land Use Planning, Palm Beach County, pp. 15 and 17.

[1] One estimate was given of 400 to 500 such part-time farmers in Dade County alone, in a colony of Italians at Florida City. (Testimony of James Sottile, this volume, p. 12834, and L. L. Chandler, p. 12825.) The county agent, however questioned the existence of part-time farmers who "work for other farmers during slack periods." (Statement of Charles H. Steffani, p. 12852.) The county agent probably meant that these people do not form an appreciable part of the labor supply.

[2] Land Use Planning, Palm Beach County, p. 17.

[3] U. S. Census of Agriculture, 1940.

[4] Twenty farm operators are listed in the 1940 Census as living in Miami Beach, where no farming is done.

[5] Letter from James Sottile to committee staff, December 20, 1941, see p. 12838; testimony of James Sottile, this volume, p. 12832.

[6] Testimony of James Sottile, this volume, p. 12834.

In Palm Beach County, the census shows about half of the growers living on the farms operated. This figure is somewhat deceptive. In the Glades portion, which contributes most to agricultural production, there are few growers living on farmland. They live in small houses, located on a half acre or so of land, along the roads near town, or in the town residential districts. The County Land Use Planning Report, describing the rich custard apple muck area along the south and east shore of the Lake, the oldest settled part of the Glades, states:

"Most of the entire population of the western part of the county live within the borders of this area, usually in towns or their suburbs. Very few farmers live on the farm except where the farmlands adjoin the towns or the one paved highway which connects the towns. This condition is largely on account of the lack of roads, living facilities, and conveniences on farms." [8]

In the lake region, many growers maintain their own supply of Negro field labor, housing these families "out on the farm." The shacks are located on the edges of their fields, among the bamboo windbreaks, convenient to the canals.

In coastal Palm Beach County, the amount of farm residence varies in different areas.

"There are more than 200 farmers, commonly called 'squatter farmers' because they do not own their land, who live in towns and farm small scattered acreages of public lands along the eastern part of the county." [9]

In a relatively prosperous farming area along the Range Line Canal, 40 out of the 56 farmers live on their farms, and usually own their lands.[10] In an area northwest of Boynton, where truck farming is mixed with citrus, dairy, and poultry farming, "approximately 50 percent of the farmers live on the farm and the remainder live in nearby towns; however, the trend is increasingly toward farm residence." [11]

Many growers do not live on their farms because the land is not suitable for year round residence. Much of the best arable land, both in the Glades and on the coast, are flooded during the summer rainy season. Furthermore, the growing season is short and little can be done on the land during more than half of the year.

The large-scale producer in south Florida is not concerned about the lack of a farm homestead. Until recently he usually rented his land; he moved from plot to plot, suiting the volume and type of operations to his forecast of the season and the state of his finances. This was not conducive to the establishment of a farm home. The large grower, renter or owner, does not look to home production for his meat, vegetables, and milk. He would consider maintenance of a garden patch and a cow a waste of time which could be more productively spent directing his farm business.

Local people who are concerned with the problems of the small farmer, however, consider residence off the farm a most serious handicap. In many areas, 60 acres is considered the minimum for proper support of a farm family, if its income is supplemented with home-produced food.[12] Few South Florida farmers have home gardens or maintain livestock. It is therefore necessary for many farmers with fewer than 40 or 60 acres to seek part-time work off the farm.

Few resident farm families seem able to supplement their cash incomes with farm produce. In the Range Line Canal district of Palm Beach County, where 70 percent of the families live on the farm and where farms average 80 acres, a measure of success has been achieved.

"About 50 percent of the farmers conserve an average of 200 quarts of fruits and vegetables per year for their home needs, while only 5 percent keep milk cows; 10 percent keep bees for honey, 1 percent keep hogs, and 80 percent keep an average of 10 hens for egg production for home use." [13]

The picture given for the county as a whole is considerably less favorable.

"Most crops are produced for sale and there is an apparent lack of production and conservation of food for home use on many farms. * * * Most farmers are reported as keeping from 10 to 25 hens for egg production, while some communities report only 15 percent of the farmers keeping hens. Only about 10 percent of the farmers of the county keep milk cows. * * *

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[7] Testimony of B. E. Lawton, this volume, p. 12780.

[8] Land Use Planning, Palm Beach County, p. 27.

[9] Ibid., p. 5. "These lands are usually controlled by large owners or are public lands."

[10] Ibid., p. 28.

[11] Ibid., p. 30.

[12] Land Use Planning, Glades County, p. 9–10; Land Use Planning, Palm Beach County, p. 29.

[13] Land Use Planning, Palm Beach County, p. 28.

"While most tropical fruits produce well, only a few farmers are reported as producing a variety for home needs. Sugarcane grows well in all parts of the country, but farmers seldom plant cane for syrup. Bees do exceptionally well but only about 2 percent of the farmers keep bees for honey. Only a few farmers keep hogs, while much kitchen waste and large quantities of crops suitable for hog feed are often a total loss." [14]

Suitable pasture land for livestock is frequently lacking. The Farm Security Administration rural rehabilitation supervisor for south Florida told committee representatives that a serious problem for the small farmer is obtaining feed for his livestock; hay and grain are not produced in this area and are quite expensive. The small farmer cannot afford to purchase improved pasture land for his cattle. Year round gardens cannot be maintained because of the summer heat; few farm families prepare home canned food for use in the off-season.

The small farmer also feels compelled to devote his entire acreage to a cash crop. "Because of limited acreages, many small farmers practice intensive commercial vegetable production, while sacrificing the production of food and feed crops." [15] The farmer must often plant a quick crop of beans or some other vegetable which can be grown with small capital outlay, to pay off his production loans; he will try to get the maximum of produce for sale from his plot. Home needs will be neglected unless a few unsold crates are canned for summer use. The Farm Security Administration requires that loan clients not only maintain a garden and livestock, but that they diversify their crops to reduce market risks. It now grants rehabilitation loans only to farm families residing on their farms. The south Florida supervisor told committee investigators that he can grant only a limited number of loans because few prospective clients live on farms. At the present time he has only 60 supervised loans in the three counties.

ORIGINS OF THE FLORIDA FARMER

The southern part of Florida has been populated largely by recent migrants from other parts of the Nation. Only a quarter of the white residents of the three southeastern counties in 1935 were natives of the State. The southeastern States contributed most of the ousiders; about 12 percent came from the neighboring State of Georgia. Almost 20 percent came from the Northeastern States, over 15 percent from the Middle States and over 7 percent from the West.[16]

In the early period of Glades development, promoters and land agents made special efforts to sell small tracts of Everglades land to northern farmers and would-be farmers. Although many northern purchasers found that their lots "should have been sold by the quart, instead of by the acre," many came down and attempted to farm under exceedingly difficult conditions. "The Everglades trucking area opened up on the south of Lake Okeechobee in 1914 with the planting of beans, tomatoes, and Irish potatoes." [17] Northern settlers were coming into south Dade County before 1910, planting truck crops and starting citrus groves.[18]

With the building of railroads and highways and the improvement of drainage, vegetable growing in south Florida became a booming industry. Truck farming in this region was long a highly speculative enterprise. Bean growing on the shores of the lake was risky business—one cold wind can freeze a field overnight—and the "suitcase farmers" who came down to south Florida made thousands one year and lost everything the next.[19]

Speaking of these farmers who came down to south Florida only for the season and farmed on a "shoestring," one successful grower said:

"* * * In the last 5 or 6 years the bulk of the permanent farms have been established. * * * The wildcat operators are rapidly going out of existence. What I mean by that, the men that jump from rented farm to rented farm, without regard for the soil itself, with no thought of the future, concentrating on what they can get out of that piece of land that year, knowing that the following year they jump to some other piece of land and abuse it. Those people are rapidly disappearing. * * * In the most part, they are working for someone else now or else they are not coming down to this section of the country."[20]

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[14] Land Use Planning, Palm Beach County, p. 6. See also Land Use Planning reports for Glades and Hendry Counties.

[15] Land Use Planning, Hendry County, p. 10.

[16] Florida State Department of Agriculture, Sixth Census of the State of Florida, 1935. The census does not define these areas of origin.

[17] Land Use Planning, Palm Beach County, p. 2.

[18] "Homesteading in Florida", Country Life in America, February 1910, p. 468. See, also, testimony of James Sottile, this volume, p. 12842.

[19] See testimony of Luther Jones, this volume, pp. 12668-12659.

These "suitcase farmers" risked their own or borrowed money, and either made handsome profits or failed. If they did well, they probably returned the next year. As winter vegetable production expanded during the thirties this type of farming largely disappeared. The more successful operators settled down and became residents, opening up new areas which required heavy investments in drainage facilities. Developed land for rental was no longer so plentiful.[21]

Many successful south Florida growers are natives of other States. One of the largest Belle Glade growers, a man who operates on 2,000 acres of land with his own packing house and a precooling plant for celery, came down from Michigan in 1928. He started farming on the West coast of Florida, and in 1936 expanded into the Glades area.[22] Another prominent Belle Gladian is a woman who operates an 1,800-acre farm, the largest packing house in Belle Glade, a precooling plant, and a fertilizer factory. She and her husband came down from Michigan in 1930 and began farming in 1932.[23] Another large grower is a native of South Carolina. He owns the local newspaper and is the principal farm real estate dealer in Belle Glade.[24] The largest south Florida farmer is the United States Sugar Corporation. Its president is head of an industrial engineering concern with offices in New York City.

Most of these growers with diverse backgrounds are settled Floridians, but a new type of "suitcase farmer" is very common. Northern farmers, who operate in their home States during the summer, grow a winter crop in south Florida. They are not gamblers like the old "suitcase farmers" of pioneer days. They own expensive farm machinery—tractors, plows, trucks, spray equipment, and grading machinery. After the season is over in the North, the machinery is shipped to Florida in the fall and used for a winter crop; overhead costs are thus spread over a larger volume of output. At least three large-scale Ohio vegetable producers are operating in the Belle Glade area. Two of them grow radishes as a chief crop, both in Ohio and in Belle Glade. The success of one grower operating in both regions for several years, attracted the other two, one of whom has operated in Belle Glade for 3 years, and the other for 2. They each operate from 60 to 200 acres in Belle Glade and from 300 to 400 acres in Ohio.[25] The largest grower operates 200 acres (which he expects to increase to 240 next year) in Belle Glade and 400 acres in Ohio. He devotes 100 acres in Florida to radishes, of which 5 crops a season can be grown. His equipment, used in both areas, includes 6 trucks (which haul the other equipment back and forth), 2 caterpillar tractors, 4 planters and cultivators, a washer, a basket handle machine, and miscellaneous small tools.[26]

This type of "suitcase farmer" is also common in South Dade County. A State publication on potato growing stated in 1936:

"A large number of growers in south Florida are farmers from Northern States who move temporarily to Florida, in most cases bringing their farm machinery with them, grow a winter crop, and return north in time to plant a spring crop there. There is more 'transient' farming of this type in south Florida than in the northern part of the State, due largely to the fact that the crop can be grown earlier in the season." [27]

The owner of the South Dade Farms states that his tenants, principally potato growers, "migrate from practically all farming sections of the United States where winter farming is not practicable." [28]

IV. Size of Farming Operations

"There is no other spot in the world where you can see 20,000 acres of string beans in one field stretching beyond the eye's reach. Tomatoes aren't grown in hothouses, but on 1,000-acre plots. A hundred acres of celery is a back-yard patch."[29]

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[20] Testimony of Howard L. Haney, this volume, pp. 12601–12602.

[21] "One reason [for the decrease in 'wildcat' operators] is that the land that they could rent in previous years is now being taken up by permanent farming operations. They haven't the ability or the inclination to go out and develop raw land" (ibid., p. 12602).

[22] Testimony of Howard L. Haney, this volume, pp. 12577–12578.

[23] Testimony of Ruth S. Wedgworth, this volume, pp. 12615–12616.

[24] Testimony of Luther Jones, this volume, p. 12657.

[25] Testimony of William Graber, this volume, pp. 12696–12697.

[26] Ibid., pp. 12691–12693.

[27] Potato Growing in Florida, pp. 45–46.

[28] Testimony of James Sottile, this volume, p. 12838.

This description of south Florida agriculture, which appeared recently in a popular magazine, is exaggerated, but its inspiration is easily understood. Vegetable growing is practiced on a scale unknown to northern truck gardeners. Even California, highly publicized as the center of industrialized farming in the United States, is challenged by south Florida. In 1939, 406,419 acres of vegetables were harvested for sale in California and 185,194 in Florida.[30] However, vegetable production in south Florida is very recent. During the 1940–41 season south Florida vegetables went into canning for the first time in any considerable amount. In the 1941–42 season the first commercial cannery was opened in the Glades.[31] Previously the expansion of vegetable acreage has been to satisfy the winter demand for fresh vegetables. Acreage is expanding rapidly and on a highly industrialized basis. Table XII presents certain data for Florida and for Palm Beach, Broward, and Dade Counties. It also presents comparable data for California and, where possible, for the three California counties most important in the production of truck crops. Imperial County in 1939 produced vegetables valued at $4,638,401 on 56,726 acres of land, Monterey, $5,767,808 on 59,233 acres, and San Joaquin, $4,790,370 on 52,615 acres. Since these are the California counties in which vegetable production is most highly industrialized, a comparison between south Florida and any other vegetable producing region in the country would be even more striking.

TABLE XII.—*Average per farm vegetable acreage Florida, California, and selected counties, 1939*

	Vegetables harvested for sale		Beans		Celery		Tomatoes		Potatoes	
	1929	1939	1929	1939	1929	1939	1929	1939	1929	1939
Florida	8.5	14.6	4.6	14.4	9.8	24.7	5.6	8.1	3.3	3.0
Palm Beach	11.7	104.9	15.5	116.1	7.0	94.1	7.0	27.4	23.4	33.7
Broward	11.6	26.6	13.9	54.1	(1)	(1)	6.4	10.2	(1)	(1)
Dade	23.7	30.7	6.4	14.5	(1)	(1)	24.9	33.0	16.8	76.9
California	25.7	36.8	4.8	4.1	15.5	13.6	8.4	14.4	5.0	32.9
Imperial	98.5	96.5	(1)	(1)	(1)	(1)	9.3	7.6	(1)	(1)
Monterey	70.3	100.9	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
San Joaquin	30.4	58.0	(1)	(1)	65.6	80.3	6.1	23.3	118.2	158.3

[1] Production not important.

Source: United States Census of Agriculture, 1930, 1940.

The outstanding fact shown by table XII is that at least one of the three Florida counties surpassed any of these California counties in the average amount of acreage per farm devoted to vegetables, to celery, and to tomatoes. Only in potato production, a California county surpassed all Florida counties in the average size of operations. San Joaquin County growers harvested an average of 158.3 acres of potatoes, while in Dade County the average potato acreage was 76.9. Averages for Palm Beach and Broward were lower. The highest average amount of land per grower devoted to vegetables (not including potatoes) was in Palm Beach County (104.9 acres). In California, Monterey County averaged 100.9 acres, Imperial County 96.5 acres, and San Joaquin County 58 acres. An average of 94.1 acres of celery was harvested for sale by Palm Beach County growers, an average of 80.3 acres by San Joaquin County celery growers. Both Dade and Palm Beach Counties surpassed San Joaquin County in average tomato acreage. While Monterey County was below Palm Beach County in the average acreage of vegetables per grower, it had the highest acreage per grower in the 6 counties of any one vegetable (not shown in the table). The average lettuce producer in Monterey County grew 126.9 acres of lettuce. Current experiments in lettuce culture in the Glades, however, may result in the development of significant direct competition with California lettuce production. Committee representatives were informed that experimental patches of from 50 to 400 acres have been planted in the past 2 or 3 years.[32] It should be noted in table XII that the average acreages per grower have increased between 1929 and 1939, especially in Palm Beach County. It should be remembered, too, that the Everglades area of Palm Beach County has the largest potentialities for future development.

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[29] Theodore Pratt, Land of the Jook, Saturday Evening Post, April 26, 1941, pp. 20–21. A recent movie, Juke Girl, was inspired by this article.

[30] United States Census of Agriculture, 1940.

[31] Testimony of Samuel E. Rosenstock, this volume pp. 12632–12639.

Table XIII shows the average per farm expenditure for hired labor of farms reporting cash wages paid in 1939 in the three south Florida counties and in the three California counties.

TABLE XIII.—*Average expenditure for hired labor by farms hiring labor, selected counties, Florida and California, 1939*

[Source: United States Census of Agriculture, 1940]

Florida:	
Palm Beach County	$4, 535. 77
Broward County	1, 917. 32
Dade County	1, 756. 65
California:	
Imperial County	2, 234. 77
Monterey County	3, 030. 86
San Joaquin County	1, 919. 15

The highest per farm expenditure for hired labor occurs in Palm Beach County, Fla., where the amount is about one-half greater than in Monterey County, Calif., and over twice as large as in Imperial or San Joaquin Counties.[33]

The relative importance of large-scale growers in the agricultural economy of the three south Florida counties is well illustrated by a comparison of the contribution of farms of various sizes to the total value of vegetables sold, traded, or used by farm households, in 1939 (see table XIV).

TABLE XIV.—*Value of farm products sold, traded, or used by farm households, classified by total value of products, Broward, Dade, Palm Beach Counties, Fla., 1939*

PALM BEACH COUNTY

	Farms reporting				Value of products			
	Number of farms	Percent of farms	Percent cumulative up	Percent cumulative down	Amount	Percent of total value	Percent cumulative up	Percent cumulative down
Total	580	100.0			$5. 918, 021	100.0		
Under $250	57	9. 8	100.0	9. 8	5. 927	.1	100 0	0. 1
$250 to $399	46	7. 9	90. 2	17. 7	12. 022	.2	99. 9	.3
$400 to $599	72	12. 4	82. 3	30. 1	30, 221	.5	99. 7	.8
$600 to $999	66	11. 4	69. 9	41. 5	42. 199	.7	99. 2	1. 5
$1,000 to $1,499	62	10. 7	58. 5	52. 2	61, 134	1. 0	98. 5	2. 5
$1,500 to $2,499	63	10. 9	47. 8	63. 1	102, 157	1. 7	97. 5	4. 2
$2,500 to $3,999	43	7. 4	36. 9	70. 5	113, 592	1. 9	95. 8	6. 1
$4,000 to $5,999	31	5. 3	29. 5	75. 8	146, 716	2. 5	93. 9	8. 6
$6,000 to $9,999	43	7. 4	24. 2	83. 2	315, 642	5. 3	91. 4	13. 9
$10,000 and over	97	16. 8	16. 8	100. 0	5, 088, 231	86. 1	86. 1	100. 0

BROWARD COUNTY

Total	743	100. 0			$2, 267. 382	100. 0		
Under $250	93	12. 5	100. 0	12. 5	12, 862	. 6	100. 0	0. 6
$250 to $399	90	12. 1	87. 5	24. 6	27, 655	1. 2	99. 4	1. 8
$400 to $599	106	14. 3	75. 4	38. 9	48, 067	2. 1	98. 2	3. 9
$600 to $999	115	15. 5	61. 1	54. 4	79, 181	3. 5	96. 1	7. 4
$1,000 to $1,499	94	12. 6	45. 6	67. 0	103, 970	4. 6	92. 6	12. 0
$1,500 to $2,499	105	14. 1	33. 0	81. 1	181, 787	8. 0	88 0	20. 0
$2,500 to $3,999	43	5. 8	18. 9	86. 9	128, 915	5. 7	80. 0	25. 7
$4,000 to $5,999	28	3. 8	13. 1	90. 7	124, 636	5. 5	74. 3	31. 2
$6,000 to $9,999	22	3. 0	9. 3	93. 7	156, 755	6. 9	68. 8	38. 1
$10,000 and over	47	6. 3	6. 3	100. 0	1, 403, 554	61. 9	61. 9	100. 0

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[32] See also testimony of Joseph R. Neller, this volume, p. 12545; George D. Ruehle, p. 12800.

[33] The California counties here selected are the most important vegetable-producing counties in that State, but do not represent the counties having the highest average per-farm expenditures for hired labor. However, the per-farm expenditure for hired labor in Palm Beach County in 1939 was over $800 more than in the California county having the highest per-farm expenditure. "Farms" in San Francisco County, Calif., in which horticultural specialties, chiefly flowers, account for over 90 percent of value of production, expended an average of $3,698 for hired labor. The average labor expenditure in Palm Beach County was over one-third greater than in any other California county.

TABLE XIV.—*Value of farm products sold, traded, or used by farm households, classified by total value of products, Broward, Dade, Palm Beach Counties, Fla., 1939*—Continued

DADE COUNTY

	Farms reporting				Value of products			
	Number of farms	Percent of farms	Percent cumulative up	Percent cumulative down	Amount	Percent of total value	Percent cumulative up	Percent cumulative down
Total	403	100.0			$1,656,466	100.0		
Under $250	45	11.2	100.0	11.2	4,524	.3	100.0	0.3
$250 to $399	33	8.2	88.8	19.4	8,300	.5	99.7	.8
$400 to $599	51	12.7	80.6	32.1	20,058	1.2	99.2	2.0
$600 to $999	61	15.1	67.9	47.2	34,442	2.1	98.0	4.1
$1,000 to $1,499	41	10.2	52.8	57.4	38,755	2.3	95.9	6.4
$1,500 to $2,499	58	14.4	42.6	71.8	88,224	5.3	93.6	11.7
$2,500 to $3,999	36	8.9	28.2	80.7	89,044	5.4	88.3	17.1
$4,000 to $5,999	16	4.0	19.3	84.7	62,690	3.8	82.9	20.9
$6,000 to $9,999	22	5.4	15.3	90.1	131,563	7.9	79.1	28.8
$10,000 and over	40	9.9	9.9	100.0	1,178,866	71.2	71.2	100.0

Source: United States Census of Agriculture, 1940.

The production of vegetables is concentrated in a few large farms with an annual product value of $10,000 or over, while numerous small farms, with average annual product valued at less than $1,500, contribute in only a small way to total agricultural production. The 743 farms in Broward County sold, traded, or used vegetables valued at $2,267,382. But 47 of these farms, or 6.3 percent, each of which produced vegetables valued at $10,000 or more, accounted for $1,403,554, or 61.9 percent of the total. On the other hand, 498 farms, 67 percent, producing less than $1,500 worth of vegetables each, accounted for only 12 percent of the total value. The total value of vegetable production by 403 Dade County farms was $1,656,466. Of this amount, 40 farms, 9.9 percent of the total number, accounted for $1,178,866, or 71.2 percent, while 57.4 percent of the farms, those which produced under $1,500 each, accounted for only 6.4 percent of this total. In Palm Beach County, 580 farms sold, traded, or used vegetables to the value of $5,918,021. Of this amount, over $5,000,000, or 86.1 percent, was produced by the 97 farms with an annual product value of over $10,000, 16.8 percent of the total number. The total value of vegetables produced by those farms with an annual product value under $1,500, 52.2 percent of all the farms, was only 2.5 percent of the total production value for the county.

TABLE XV.—*Cropland harvested by size of farm in Florida and selected counties, 1929–39* [1]

	Palm Beach County				Broward County				Dade County			
	Acres		Percent		Acres		Percent		Acres		Percent	
	1929	1939	1929	1939	1929	1939	1929	1939	1929	1939	1929	1939
Under 10 acres	1,113	765	8.4	1.5	2,023	1,597	18.0	7.5	1,295	1,007	5.5	3.6
10 to 49	4,461	3,296	33.8	6.6	3,862	3,708	34.4	17.3	8,026	5,363	33.9	19.2
50 to 99	3,204	3,259	24.3	6.5	1,375	2,296	12.3	10.7	3,840	2,493	16.2	8.9
100 to 174 [2]	1,604	4,790	12.2	9.6	674	1,528	6.0	7.1	3,237	3,660	13.7	13.1
175 to 259	530	3,855	4.0	7.7	304	1,739	2.7	8.1	527	2,211	2.2	7.9
260 to 499	450	7,405	3.4	14.8	1,222	1,779	10.9	8.3	2,273	2,472	9.6	8.9
500 to 1,000	0	9,333		18.7	725	2,416	6.5	11.3	1,550	1,949	6.5	7.0
Over 1,000	1,802	17,214	13.7	34.5	1,033	6,387	9.2	29.8	2,925	8,737	12.4	31.3
Total	13,182	49,917	100.0	100.0	11,218	21,400	100.0	100.0	23,673	27,892	100.0	100.0

[1] United States Census of Agriculture, 1930, 1940.

[2] This classification was broken in the 1940 Census at 179 acres instead of 174. Therefore, the figures for the class intervals 100–174 and 175–259 in the 1939 figures are not exact. The error, however, is obviously small.

The Census reveals, furthermore, that concentration of production increased between 1930 and 1940. This may be seen from the comparison of the cropland harvested by size of farms in the years 1929 and 1939 presented in table XV. It will be noticed that, while the total cropland harvested expanded greatly in all three counties, the cropland harvested on farms under 50 acres in Palm Beach and Broward Counties and under 100 acres in Dade County actually declined. In Palm Beach County, 42.2 percent of all cropland harvested in 1929 was on farms of less than 50 acres, in 1939, only 8.1 percent. In 1929, 52.4 percent of all cropland harvested in Broward County was on farms of less than 50 acres. This percentage declined to 24.8 by 1939. In Dade County, 55.6 percent of all cropland harvested in 1929 was on farms of less than 100 acres and by 1939 this percentage had declined to 31.7. On the other hand, the percentage of cropland harvested on farms of over 500 acres increased sharply, in Palm Beach County from 13.7 to 53.2 percent in Broward County from 15.7 to 41.1 percent, and in Dade County from 18.9 to 38.3 percent.

To the south Florida agriculturist it is not necessary to demonstrate by statistics that the farming of the region is large-scale and industrialized. He insists on making the point that only such operations can be successful. Several quotations from testimony in this volume are given in illustration:

"* * * a small grower here would be considered a rather large grower in most any other section of the country. When you go down to where you are only operating on 200 or 300 acres, you are a small grower."[34]

"What I mean by large scale or mass production is that a large number of these farmers will grow several hundred acres of crops. In fact, the farmer in this area who does not grow around 200 acres is not considered a very big farmer. There are a number of farmers that operate over 1,000 acres."[35]

"It is quite apparent that it [the Everglades section] is better adapted to large-scale operations. That's because the farming is done with machinery, expensive in nature, which is used most profitably when it can be used as much of the time as possible, sometimes night and day, and because the operation needs to be on a large enough scale to permit the most efficient kind of machinery."[36]

"Mr. Tipton. What would you consider to be an economic-sized farm for profitable operation?

"Mr. Jones. One hundred to one hundred and sixty acres, not less. Preferably a half section, 320 acres, but not less than 100 acres. The amount of equipment and machinery that should be bought. in order to complete with your neighbors, is so great so that a lesser acreage would not be economical. I presume the average farm in this community is nearer 200 than 100, taking them all as an average."[37]

"A man who might lose 200 acres of beans by drowning out will have in an adjoining field 100 acres of celery and lose his beans completely and make a very handsome profit on his celery; and if he had 100 acres of cabbage he might make a little on that."[38]

V. Production and Marketing

In south Florida, and particularly in the Glades, the success of large-scale operation is demonstrated more forcefully in each succeeding season. This expansion of a very profitable industry would be impossible on the basis of 30- or 40-acre operations by individual and independent farmers. In the older areas, the small farmer is finding it increasingly difficult to produce in competition with the big grower, and in the raw sawgrass areas, where expansion is now taking place, it is impossible to develop independent 40-acre farms.

The advantages of large-scale operation are perhaps even more significant in packing and marketing than they are in land development and production. Market fluctuations render the price of produce extremely variable, but the profits of processing and selling are assured to the agents performing these functions. The advantage to the large-scale operator lies in his ability to perform these functions himself, instead of letting a packer or a broker take this assured profit. Furthermore, the large grower with his own marketing outlets generally receives a better price than the grower selling through channels to which he is restricted by his credit arrangements.

Some of the more important cost factors in production are discussed below.

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[34] Testimony of Howard L. Haney, this volume, p. 12597.

[35] Testimony of B. E. Lawton, this volume, p. 12779.

[36] Testimony of Joseph R. Neller, this volume, p. 12547.

[37] Testimony of Luther Jones, this volume, p. 12659.

[38] Ibid., p. 12660.

PRODUCTION METHODS AND COSTS

It has been pointed out that, of the 500,000 acres suitable for cultivation in the Everglades, only about 100,000 acres are now under cultivation.[39] At the present time, with war demands and higher prices for agricultural products, acreage is rapidly expanding. Raw sawgrass peat land is being broken, since all the muck and developed peat land is now in use. It has been announced that development of 17,940 acres of "outside" lands is in prospect. One company was also reported as having purchased 12,000 acres of "outside" land with the intention of gradually developing 5,000 acres, section by section.[40]

Land cost.

The prospective farmer in south Florida may buy or rent drained and developed land, or he may buy and develop raw "outside" land. For the first season or two he will probably prefer to rent land already developed. Land rentals, however, are usually disproportionate to the sale value of the land.[41] The Palm Beach County land-use planning report states that about 80 percent of the truck farm land in the Glades, valued at $50 to $500 per acre, is rented for cash at $10 to $20 per acre.[42] However, one former renter in this area reported cash rents of $30 to $60 an acre.[43] The land-use planning report quotes a cash rental charge of $20 per acre for land valued at $75 an acre in a nearby region.[44] In another section of the county, land valued at $100 an acre is reported as renting for $10.[45] These rental charges, high in relation to the value of the land, indicate that the time and capital necessary to the development of new land are not available to some growers. Therefore, they are willing to pay rates which are high in relation to the sale value of the land, but which may be low from the standpoint of net returns if the grower has a favorable season.[46] Once well established in the business, the grower seeks to purchase land and thereby effect a material reduction in costs. As pointed out elsewhere, many growers previously were hesitant about purchasing land. Drainage and production techniques were in an experimental stage, agricultural prices were uncertain and clear titles to Everglades lands were almost impossible to secure because of the confusion caused by unscrupulous real estate promotions and by delinquent tax liens.[47] However, drainage techniques have now been improved to the point where, with an adequate investment, a grower can be reasonably sure of controlling the water on his land. Production methods, including crop diversification, have been developed and new advances are constantly being made, so that speculation is well nigh eliminated from Glades agriculture. The confusion in land titles has been largely cleared away by the operation of the Murphy Act of 1937 and by the reorganization of the Everglades drainage district following a loan from the Reconstruction Finance Corporation.[48] These changes and improvements have encouraged growers in constantly increasing numbers to buy land. While there has been some turn-over in ownership of the well-developed muck lands, most of the new purchases have been of "outside" land which requires installation of drainage facilities and a period of curing before use.

Undeveloped sawgrass land varies in value according to the proximity of main drainage canals and roads. Land close to roads and canals is valued at $20 to $30 per acre. This value declines to less than $5 an acre for less readily accessible land,[49] while thousands of acres have no market value at all.[50] Sawgrass, a very coarse sedge with fibrous roots, grows to a height of about 6 feet on this land. The land surface is either flooded or saturated with water. The first necessity is to drain the land. The per-acre cost of drainage and water-control varies with the distance from major canals, with the distance from other developed land, with the efficiency of the equipment installed, and with the size of the unit of land developed. Land bordering a major canal may have some natural drainage and the shorter distances will lower pumping costs. Land adjacent to already developed land can be drained more cheaply because the lower water table on that land reduces the pressure on the land being developed. Most new developments appear to be permanent and highly efficient, though costly and less effective equipment is sometimes installed. Large units can be developed at a much lower per-acre cost than small units.

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[39] See p. 12889, this volume.
[40] See p. 12900, this volume.
[41] See below, p. 12914, n. 56, this volume.
[42] Land Use Planning, Palm Beach County, pp. 24–25.
[43] Testimony of Joseph G. Cassellius, this volume, p. 12769.
[44] Land Use Planning, Palm Beach County, p. 27.
[45] Ibid, p. 28.
[46] For examples of high returns under especially favorable circumstances, see testimony of Luther Jones, this volume, pp. 12659-12661 .
[47] See this volume, p. 12887.
[48] Land Development in the Everglades, this volume, pp. 12880–12881.
[49] Land Use Planning, Palm Beach County, pp. 22, 27; testimony of Howard L. Haney, this volume, p. 12586.
[50] *Everglades case*, p. 187–188.

Dr. Neller of the Everglades Experiment Station estimates the cost of ditching and installing suitable pumps at between $20 and $35 per acre.[51] One large grower who has developed hundreds of acres of raw land, states that good pumping equipment for adequate water control may be purchased and installed on a half section of land for $5,000 to $5,500, or $15.50 to $17.20 an acre. He estimates that ditching costs on an isolated development are about $20 per acre. This latter cost may be reduced by as much as one-fourth if adjacent land is under water control.[52]

After the land is drained, some time must elapse before the fibrous sawgrass roots have disintegrated sufficiently to permit planting. After ditching and draining the land, the grass is plowed under with large disc plows in the winter or early spring. Throughout the summer months the land is allowed to go under water again. In late summer the water is pumped off and the land thoroughly tilled. This original preparation of land for planting costs about $10 per acre. For best farming results, it is sometimes necessary to level the land, filling in the low places caused by peat fires. Otherwise water may stand in these low places when the water table on the rest of the land is at the proper height for growing. The cost of this leveling depends, of course, on the number and size of the burned-over places. It may cost as much as $25 an acre. One grower said that he had expended as much as $20 an acre on certain pieces of land for this leveling operation.[53] After curing and leveling, the land is then moled to improve water control. Moling consists of drawing a bullet-shaped cylinder 6 inches in diameter through the ground at a depth of 30 to 36 inches. The cylinder is attached to a narrow blade of steel extending up to the frame of the machine which is drawn by a tractor. The moling operation creates a series of small tunnels, formed by compression of the peat. Mole drains are put in parallel lines every 12 or 15 feet, connecting at each end with the drainage ditches.[54] This process costs approximately $1 an acre (see table XVII).

The land is then ready for the first planting, although only a few crops can be grown successfully on new land the first year. Potatoes have been found most suitable.[55] Some growers prefer to let the land lie idle until the following year, cultivating it periodically in the winter time and flooding it in the summer. Cured in this fashion, peat land will satisfactorily produce a wider variety of crops the first cropping year. A crop of potatoes, planted in September of the first year will be ready for harvest in December. After another year of potatoes the land is suitable for celery or other vegetable crops.

Summing the maximum figures given above for each necessary operation in the process of developing "outside" land gives a maximum total cost of $98.20 an acre. This maximum figure includes $20 an acre for leveling, which is not necessary on many pieces of land. The grower cited above states that, by developing 640 acres in one operation, land "would cost you between $20 and $30 an acre. Roughly, you could figure between $40 and $50 an acre to get into production." [56]

Developments in Broward County are largely taking place on newly reclaimed land. Elaborate water control facilities are not necessary for most land in the county, but their lack presents a hazard in view of frequent high-water periods which sometimes ruin the crops. This danger applies particularly to the Pompano area. Ditching and diking enable the growers in this area to pump excessive water off and pump water in when necessary.[57]

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[51] Testimony of Joseph R. Neller, this volume, p. 12543.

[52] Testimony of Howard L. Haney, this volume, pp. 12583–12584.

[53] Ibid, pp. 12582–12583; Joseph R. Neller, this volume. pp. 12542–12543.

[54] Testimony of Joseph R. Neller, this volume, pp. 12542–12543.

[55] Although, in one case at least, a successful crop of beans was made on raw land (Testimony of Luther Jones, this volume, p. 12664).

[56] Testimony of Howard L. Haney, this volume, p. 12586. It is interesting to note, in connection with what was said above concerning high rentals, that the study of celery costs, previously cited, lists rental costs for the 3 years, 1937–38 through 1939–40, as $10.91, $11.04, and $11.59 per acre (p. 11). In explanation the report states: "Rent was charged on all owned land planted in celery at the prevailing rate charged for similar quality of land, *excluding any pumping equipment used in water control*, or building" [italics ours] (p. 10). It so happens that the grower whose estimates have been used in the text is one of the largest and most successful celery growers in the area, all of whose celery is grown on sawgrass land. It would appear, then, that land equivalent to that renting at the above rates can be reclaimed for about $50 to $75 an acre.

[57] Testimony of B. E. Lawton, this volume, p. 12779.

In Dade County one large real-estate development, South Dade Farms, has made extensive improvements on land which is rented to operators by the season. This enterprise has about 10,000 cultivable acres of which 2,500 are under water control. It has rented from 3,700 to 5,900 acres during the past four seasons.[58] Rental rates are from $10 to $20 an acre depending on the adequancy of drainage.[59] South Dade Farms also makes an additional charge of $1 per acre for pumping service. The individual farmer generally must buy or rent additional pumping equipment to control more exactly the water level on his particular piece of land. The cost of this is estimated at about $5 per acre.[60] The study of potato growing costs in south Dade County, previously cited, reveals that land rentals for potato growers increased steadily from $9.83 an acre in the 1934–35 season to $17.75 an acre in the 1937–38 season.[61] According to one qualified observer, the best potato land sells at the present time for about $200 an acre.[62] Another witness, an expert in growing methods but perhaps less familiar with land prices, stated that good potato land sells for about $100 an acre.[63] Such land is under partial water control but the facilities are generally less adequate in Dade County agricultural areas than in the lake region.[64]

Putting into production the sand and marl soils of Broward and Dade Counties is much less costly than land reclamation in the Everglades. In Broward County, the scrub pine and palmetto and the wiregrass are cut or burned off and the land is put under the plow. In many places the cypress trees are left standing in the fields and beans or other vegetables planted around them. In south Dade County the various grasses, small shrubs, and myrtle are cut or burned and the land is ready to plow. The total cost of land preparation is generally very low.[65]

South Florida agriculture is highly mechanized. In all regions where drainage is necessary, canals and ditches are put through with dredges and ditch-digging machinery. Water levels are controlled by large Diesel-operated pumps on the main canals and by Diesel- or gasoline-operated pumps on the subsidiary canals and ditches. In the Everglades, preparation of the peat soil for planting is accomplished with large Diesel caterpillar tractors. Once a crop has been prepared, the caterpillar-type tractor is replaced by the all-purpose tractor.[66] A few horses are used and some crops are cultivated by hand.[67] In the marl areas of south Dade County, caterpillar tractors are used for clearing and preparing the land, while all-purpose tractors are used for cultivation; on the small farms, horses and mules and hand operations are more often used for this purpose. In the sandy soil areas of Broward County, the land is prepared for cultivation by machinery, but often the cultivation is performed with horses and mules.

Fertilizer.

It has been pointed out that the Everglades muck and peat soils contain a rich supply of nitrogen which is available for plant food once the land has been drained and cured. They are deficient, however, in phosphoric acid and potash, other essential plant foods. The custard-apple muck immediately adjacent to Lake Okeechobee has a higher mineral content than the large areas of sawgrass peat land in the Glades, but does not contain sufficient quantities of the necessary elements for growing most vegetables.[68]

Fertilizer formulas are expressed in terms of the proportions of nitrogen, phosphoric acid, and potash. The formula 3–5–9, for example, refers to a fertilizer mixture containing 3 percent nitrogen, 5 percent phosphoric acid, and 9 percent potash. For most crops, nitrogen is not recommended for either muck or peat soil although growers who raise rapidly maturing crops such as radishes sometimes add nitrogen as protection against wet periods. Celery requires a higher nitrogen supply than other vegetables; nitrogen is added either to the fertilizer formula or as side dressing when plant conditions indicate the need.[69]

For celery production on sawgrass peat land which has been planted for 1 year to some other crop, the Everglades experiment station at Belle Glade recommends the application of 4,000 pounds of a 3–6–6 or a 3–6–12 fertilizer to which has been added 100 pounds of manganese sulfate, 100 pounds of copper sulfate, and 25 pounds of zinc sulfate.[70] If the land is used only for celery production each year and the strippings from the celery are returned to the soil, the amount of basic fertilizer can be reduced by about half and the manganese sulfate reduced to 25 pounds, the zinc sulfate to 10 or 15 pounds and the copper sulfate eliminated.[71] Tests have shown that the addition of 3 percent nitrogen to a fertilizer formula of 0–4½–6 will increase celery yields on peat soils by 7 to 53 percent.[72] The amount and exact formula of the fertilizer used by individual growers vary widely. On new celery land from 1,500 to 2,000 pounds of fertilizer analyzing 0–8–24 and 0–12–18 are used by two of the largest celery producers in the Glades.[73] The basic elements must be supplemented by other minerals, chiefly manganese, copper, and zinc. The per acre cost of fertilizer for celery production varies with the amount used per acre, the formula, and with the volume purchased. According to the celery cost study previously mentioned, fertilizer expenditures for the growers studied were $34.77 per acre in the 1937–38 season, $33.08 in the 1938–39 season, and $51.59 in the 1939–40 season. [74] The sharp increase in the last year was caused by unfavorable weather conditions which forced growers to apply additional nitrogen.

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[58] Letter from James Sottile to Committee Staff, December 20, 1941, this volume, p. 12838.
[59] Testimony of James Sottile, this volume, p. 12835.
[60] Ibid., p. 12840.
[61] An Economic Study of White Potatoes in Dade County, p. 10.
[62] Testimony of George F. Walz, this volume, p. 12736.
[63] Testimony of George D. Ruehle, this volume, p. 12801.
[64] Ibid., pp. 12801-12802.
[65] Ibid., p. 12801.
[66] Testimony of Howard L. Haney, this volume, p. 12582.
[67] Land Use Planning, Palm Beach County, p. 25.
[68] See pp. 12889-12890, this volume.
[69] Testimony of Howard L. Haney, this volume, pp. 12584–12585; Ruth S. Wedgworth, pp. 12619–12620.

For potatoes on raw sawgrass land, 750 to 800 pounds per acre of 0–8–24 are used, with supplementary elements. In subsequent years only about 500 pounds are needed.[75] Other vegetables require varying amounts of these materials for proper growth, with beans generally requiring the smallest amount.

In the sand and marl lands of Broward and Dade Counties, nitrogen and other elements are lacking. Applications of 1 ton per acre of a 4–8–5 fertilizer are most common for potato production in Dade County. From 100 to 200 pounds per acre of manganese sulfate are added.[76] For tomato production on marl or sand from 1,200 to 1,800 pounds per acre of a fertilizer analyzing 4–8–8 are recommended, with the addition of 200 pounds of manganese sulfate per ton of mixed fertilizer under some conditions.[77] The average cost per acre of fertilizer for potato production in South Dade County for the four seasons, 1934–35 through 1937–38, was $31.49, for the growers covered by the study cited above.[78]

Disease control.

Between planting time and the harvest, south Florida growers are faced with serious disease control problems. Diseases caused by a deficiency of nutriments can be eliminated by the proper application in the fertilizing program of the deficient elements. Control of other diseases requires spraying or dusting with fungicides and insecticides. Sprays and dust are applied both by hand machines and by mechanical equipment. Dusting, especially of beans, is frequently done in the Glades by airplanes which fly low over the plants releasing the dust from a special appratus constructed under the plane.

The cost of disease control to south Dade County potato growers included in the study mentioned above increased from an average of $2.25 per acre in the 1934–35 season to $6.12 per acre in the 1937–38 season.[79] According to a more recent estimate, potato production costs have been increased about $25 an acre by the need for elaborate disease control.[80] In Palm Beach County, a group of celery producers expanded an average of $16.17 per acre in the 1937–38 season, $17.14 in the 1938–39 season, and $15.73 in the 1939–40 season for spraying and spray materials.[81]

PACKING AND MARKETING METHODS AND COSTS

The recent development of the packing house is the most significant factor in the marketing of Everglades produce. The packing house has appeared only in the past 10 or 12 years. Early growers in south Florida farmed small plots and had only the crudest marketing facilities. Thirty acres was considered a large holding among the 100 or so farmers on the southeastern lake shore in 1918 who raised vegetables and carried them to market by boat. As late as 1927 growers were isolated from the coast, except for the main drainage canals and a few roads which were apparently impassable during a large part of the year. After 1922, rail facilities were available at Clewiston to handle produce carried to this point by boat from farm areas along the lake shore. "Old timers," writing in the "Pioneer Edition" of the Belle Glade Herald, describe marketing in those days:

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[70] A Fertility Program for Celery Production, p. 33.
[71] Ibid., p. 34.
[72] Ibid., p. 37.
[73] Testimony of Howard L. Haney, this volume, p. 12585; Ruth S. Wedgworth, p. 12619.
[74] See table XVII, p. 12925.
[75] Testimony of Ruth S. Wedgworth, this volume, p. 12619.
[76] Potato Growing in Florida, pp. 31–32.
[77] Florida Vegetables, pp. 62-63.
[78] Table XVI, p. 12924.
[79] Table XVI, p. 12924.
[80] Testimony of George D. Ruehle, p. 12804.
[81] Table XVII, p. 12925.

"All travel in pioneer days was by boat, all settlers owning rowboats and many of them motorboats of various descriptions. The mail and supplies came in by one of the boat lines from Fort Lauderdale and later when the railroad had penetrated that far from Clewiston by South Shore Transportation Co. Farm products, consisting of pepper, egg plants, beans, and other products reached the market in the same way down the North New River Canal to Fort Lauderdale and later across the lake to Clewiston and thence by rail." [82]

"The only way to get produce to market was to float it down the North New River to Fort Lauderdale. It was usually carried on open barges. This produce was exposed to the sun and rain from 18 to 24 hours and sometimes longer and much of it spoiled before it reached the market."[83]

According to a grower who has lived in the area since 1914: "Most sales of Everglades produce were made through one broker on the dock at Fort Lauderdale who sold to the buyers for commission houses, principally for shipment to New York." [84] High prices were received for produce, if it reached the railroad and docks in fair condition. "Facilities for packing were nonexistent, each farmer putting up his own individual pack on his own place and generally with labor from his own farm or such white help as might be obtained from fishermen or neighbors." [85]

Although there was some increase in farm acreages, stimulated by high wartime prices for cabbage, onions, and potatoes, no fundamental change came until the mid-twenties. The Atlantic Coast Line put rails inland from the west coast to Moore Haven in 1918 and through to Clewiston in 1922; Clewiston then became the rail head for south shore shipping.[86] By this time the county had built a muck road from West Palm Beach to Belle Glade by leveling soil thrown up on the bank in canal diggings. It is said that autos usually had to travel most of this road in low gear. By 1926 the road was improved sufficiently for regular use.[87] A year or so later:

"The building of the Conner's Highway from West Palm Beach to Okeechobee and the building of the railroad from Okeechobee on down to Belle Glade in the year 1927 and 1928 stopped most all of the boating thus providing faster transportation into this country with more people coming and more farming being done." [88]

During the 1926–28 period, acreage, principally in beans, expanded greatly and the first packing houses were erected, apparently by local growers. As more winter vegetables were put on the northern markets, it was found that Everglades beans, loosely field-packed and often encrusted with muck, were coming into disfavor and commanding lower prices. By the early thirties, the use of packing sheds with grading belts and washing equipment became general. The State agricultural experiment station, in a bulletin published in 1932, pointed out the necessity for better grading and packaging.

"Florida vegetable growers, some 30 years ago, introduced some of the first field-grown produce onto Northern markets during the winter and early spring months. * * * At that time the demand was strong for all kinds of produce, since the supply during our shipping season was very limited. At the inception of the truck industry little consideration was given to grading, packing, or packages, since nearly anything brought a fair price regardless of appearance or quality. Today an entirely different situation exists. Not only has the acreage devoted to vegetables within the State increased enormously during the past 10 years but other areas in California, Texas, Louisiana, and other Southern States have become keen competitors. * * * As frequently happens, these new areas introduced new and better varieties together with closer grading and more attractive packages in an effort to capture the markets, while Florida with an established market did not realize the necessity of similar improvements. As a result, Florida has suffered severely and in some cases disastrously.”[89]

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[82] October 11, 1940, sec. F, p. 1.
[83] Ibid, p. 2.
[84] Testimony of James E. Beardsley, this volume, p. 12559.
[85] Ibid., p. 12559.
[86] Ibid., p. 12660.
[87] Belle Glade Herald, October 11, 1940, sec. F, p. 2.
[88] Ibid., p. 3.

At the present time, all beans, potatoes, tomatoes and celery grown in the Glades are packed in packing houses, and only crops such as cabbage, eggplant and peppers are field packed. Beans sold directly to a cannery are not graded or packed in hampers, but are dumped directly into the truck, unless hauled farther than a day's run.[90]

The process of preparing beans for market is called grading, but it might be more accurately described as culling. The beans are spread on a moving belt and women workers pick out the leaves, defective beans and other rubbish. The last three or four women select the largest, choicest beans and set them aside. At the end of the belt, the beans fall into the tall, round bushel hampers. The choice, selected beans are placed on top of the hamper, and the top is wired in place. Custom charges for grading beans are about 10 cents a hamper. During the 1941-42 season the hampers cost about 17 cents. One estimate placed the total cost of packing, including the price of the hamper and selling, at about 50 cents.[91] Lima beans and peas are packed in much the same manner.

Most south Florida vegetables hauled to northern markets, whether in freight cars or trucks, require refrigeration. Shaved ice is shoveled on top of the crates. In cool weather, the initial icing will last for the entire trip north. In warmer weather, however, it is often necessary to re-ice at regular intervals. Icing service is available along the railroad lines, and plants along the main trucking routes provide blower service, forcing fresh ice by air pressure over the crates.

Potatoes are also processed for marketing. The south Florida potato is harvested for sale in the spring new potato market Potatoes grown in the Glades muck must be washed in order to present an attractive appearance to the housewife. As the potatoes move along on the grading belt, they pass under a heavy stream of water. A line of graders, men and women, pick out imperfect and irregularly shaped potatoes. Meanwhile, as the potatoes travel along the mesh belt, the small ones automatically fall through onto another conveyor. The best potatoes are sold as U. S. Grade 1, while the small or odd-shaped ones are sold as lower grades. Florida potatoes are usually packed in oblong bushel crates, although some are packed in sacks and occasionally in barrels. One representative Belle Glade packing house charges 29 cents for packing potatoes in boxes, 28 cents for packing them in 100-pound bags and 22 cents for 50-pound bags.[92]

Tomatoes are washed, graded on belts, carefully wrapped and packed in lug boxes for shipment. Bunch crops, such as radishes and carrots, are also washed, tied in bunches and placed in containers for shipment.

Perhaps the most elaborate type of processing is applied to celery. Florida celery formerly was processed at the terminal markets. In the thirties, when white labor became plentiful in the truck crop areas, growers discovered the advantages of preparing celery for retail sale in Florida where labor costs were lower than in the North. It was also found that the celery deteriorated much less in transit if a maximum amount of leaves was removed before shipment.[93] Furthermore, the shipping costs were reduced by cutting down the weight. At the present time there are two processes, often performed in separate sheds, in preparing celery: (1) washing, grading and packing, and (2) precooling. Some growers believe that the wash houses may be operated more efficiently on the farm. In that case, trimmings, which are beneficial to the soil and are usually plowed into the ground, do not have to be hauled back to the farm. The precooler is located at the railroad siding,[94] and in some cases the washing equipment is housed in the same building. The celery chain in the wash house is a long belt of wire mesh; the celery is placed here after excess leaves have been trimmed off. A strong stream of water is played on it, washing off muck and refuse. Thence, it passes by the sorters who pick out the stalks according to size, placing them aside for packing into light, wire-bound crates.[95] The crated celery is sent to the precooler and passed through a refrigeration unit which reduces its temperature to about 33°. Immediately after precooling, the crates are loaded directly from the plant into refrigerated cars for shipment north.[96] The charges for processing and selling celery have been about 45 cents a crate. They may have risen slightly in the past year.[97]

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[89] Grading, Packing and Stowing Florida Produce, Bull. 254, University of Florida, agricultural experiment station, October 1932, p. 3.

[90] Testimony of Samuel H. Rosenstock, this volume, p. 12638.

[91] Ibid., p. 12633.

[92] Testimony of Ruth S. Wedgworth, this volume, p. 12618.

[93] Testimony of Howard L. Haney, this volume, p. 12594.

[94] Ibid., pp. 12599–12600.

[95] The Howard crate, used almost exclusively throughout Florida, was developed by Howard L. Hauey, Belle Glade celery grower.

In 1941 it was estimated that there were 23 packing houses in the Glades area of Palm Beach County.[98] A few custom packing houses are connected with large marketing agencies. American Fruit Growers, for example, a Nation-wide organization selling under the Blue Goose trade-mark, is closely connected with a locally owned packing house in Belle Glade, which packs produce for sale under the Blue Goose label. Vegetable production in this area is largely financed by commission houses, through local brokers, by supply houses, and by packers.[99] The more successful growers have established their own packing houses, and they often do custom work for other growers. In Belle Glade, the larger growers either operate their own houses or have a considerable interest in private or cooperative packing houses. For example, a group of four large growers recently started a cooperative for the purpose of erecting a precooling plant to handle their aggregate of 1,000 acres of celery.[1] One large private organization grows, packs, and sells its own produce, mixes and sells fertilizer, and packs on a custom basis, selling for other growers through a semicooperative marketing association. Such cooperative associations are common in this area. According to one witness, only two custom packing houses do a significant business, and these have been forced to operon a semi-cooperative basis.

"What I mean by that is, they don't have a regularly constituted cooperative, but for the sake of lowering their own overhead by assuring themselves of a large volume, they are willing to eliminate a great percentage of their possible profits and take in other large growers for the purpose of increasing volume." [2]

Sometimes four or five big growers, unable to operate individual packing houses, will form a cooperative packing organization among themselves.[3] The largest growers, however, have a distinct advantage over even the members of many "cooperative" processing associations sponsored by packers and marketing organizations. By operating their own packing house they can pack produce at cost, which is considerably less than the amount smaller growers must pay for custom packing and processing. Growers with sufficient financial reliability can obtain loans from the Miami Production Credit Association, a Government loan organization providing crop loans at low interest rates. Small farmers, who are not often good credit risks, obtain production loans, usually in the form of seed, fertilizer, and other supplies, from brokers, packers, or supply houses. In extending credit, these agencies generally assume control over packing and marketing outlets.[4]

Sales of produce are generally made at the packing house to buyers from northern produce firms or over the wire by direct arrangement with the terminal market dealers. Probably 90 percent of all sales are made f. o. b. packing houses.[5] If produce so offered for sale is not purchased by the end of the day, the grower will ship it on consignment to a terminal market dealer and take the best price he can get.[6]

In the marketing of produce it is charged that "large growers get the preference on account of larger volume and uniformity of grade and pack." [7] The brokers and the buyers prefer to handle large lots. Some large growers find it more profitable to maintain their own selling organization; others feel that they may receive a better price by consigning produce to reliable commission men. An Ohio radish grower who operated in the Glades during the past two seasons has selling arrangements with commission houses in nine northern markets. By extending operations to Florida he assured these dealers of a continuous supply of produce.[8] One of the largest growers in Belle Glade stated:

"Now, our organization consigns virtually everything that we grow. We have never maintained a local sales platform and sell a minimum of stuff locally, but we do have contacts in about 7 of the northern markets, that we have had for the last 10 or 12 years, with reliable commission men whom we attempt to keep supplied with our commodities, and we usually get the top of the market in that way." [9] The preference of some growers for platform selling rather than consignment was described:

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[96] Testimony of Howard L. Haney, this volume, p. 12600.

[97] A Study of Celery Farming, etc., p. 15; testimony of Ruth S. Wedgworth, this volume, p. 12618.

[98] Land Use Planning, Palm Beach County, p. 7.

[99] Testimony of James E. Beardsley, p. 12568; George F. Walz, p. 12730.

[1] See below, p. 12923.

[2] Testimony of Howard L. Haney, this volume, p. 12597.

[3] Ibid., p. 12600.

[4] Testimony of James E. Beardsley, this volume, p. 12568; George F. Walz, p. 12730; Joseph G. Cassellius, p. 12768.

[5] Testimony of James E. Beardsley, this volume, p. 12568; also, Land Use Planning, Palm Beach County, p. 7.

[6] A State market has recently been built at Pahokee, but it is impossible to know, as yet, what effects this may have on marketing arrangements.

[7] Land Use Planning, Palm Beach County, p. 11.

[8] Testimony of William Graber, this volume, pp. 3, 12693.

"Now, as is the case in any other business, there are unscrupulous dealers in the terminal market that won't give an in-and-out shipper much of a break. There have been some rather sad experiences with consignments, so that certain of the growers and packers make a business of selling for cash here. In fact, the bulk of the beans are auctioned right at the packing house here in Belle Glade. One organization here, in particular, that is one of the largest celery organizations, if not the largest, sells as much as 80 percent of their stuff for cash at their packing house. They have a trade with southern markets on celery, in particular, and sell through brokers in the northern markets, cash on the platform." [10]

The testimony continues:

"Mr. Tipton. Do any of the large farmers around here maintain a regular sales manager?

"Mr. Haney. Yes.

"Mr. Tipton. Do you?

"Mr. Haney. Yes; we have a sales manager for our own produce. * * *

"Mr. Tipton. And that's quite general among the larger growers?

"Mr. Haney. That's general among the larger growers. Some of the large growers act as their own sales manager and have farm managers. Others manage their farms and have sales managers." [11]

The function of the farmer under these conditions, as explained by Mr. Haney, is merely to "furnish the raw material for the packing house." [12] Dr. Neller of the Everglades Experiment Station, commented on the integration of growing with packing and selling operations:

"That's one of the features that favors large-scale farming because several of the large farmers have their own packing plants and probably their own marketing facilities as well as their own purchasing departments. Having their own packing plants, they do not have to pay others for the profits involved in packaging and in selling. * * * Sometimes the only profit that results from a crop is that involved in the cost of processing and selling." [13]

Before canning operations in the 1941–42 season, few bean acreages were contracted. In previous years, canners bought up beans in the lake area only when they were plentiful and cheap, or inferior in quality. Thus growers looked to the cannery market only as a means of salvaging part of their investment in beans that would otherwise have been a total loss. A cannery built at Belle Glade in the past season has contracted for about 2,500 acres of beans at 3 cents a pound, or 90 cents a bushel. Since the grower has no grading, packaging, or selling charges, the price is estimated as equivalent to $1.40 for packed beans. This, of course, is a period of wartime demand, and the canneries have been able to pay this price because of Government contracts. In the future, however, many growers may welcome a moderate but assured income from beans from contracted acreage; the day by day price for fresh market beans fluctuates greatly and is often far below $1.40.[14]

In Dade County the packing houses also dominate the marketing mechanisms. The small grower can sell his few crates of produce directly to the consumer or to the small retailer at the Miami curb market. He also has recourse to the Florida City State market. But in south Dade County, as in the Glades, most of the crops are processed in the packing house. The south Florida potato is easily bruised, must be handled carefully and, in order to present a marketable appearance, must be washed and graded before packing. Tomatoes must also be carefully handled. Beans are graded, but other minor crops are largely packed in the fields.

Apparently a larger quantity of produce is sold on consignment in this area than in the Glades. The packing house selling organizations or the individual growers generally have arrangements with terminal market dealers. The manager of Goulds Growers, Inc., a packing organization affiliated with American Fruit Growers, points out that this practice is related to the type of grower financing:

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[9] Testimony of Howard L. Haney, this volume, p. 12598.

[10] Ibid., pp. 12598–12599.

[11] Ibid., p. 12599.

[12] Ibid., p. 12597.

[13] Testimony of Joseph R. Neller, this volume, p. 12548.

[14] Testimony of Samuel H. Rosenstock, this volume, p. 12633; see also testimony of Luther Jones, p. 12661.

"* * * certain individual farmers will make arrangements with operators in certain markets to supply them, or some of the farmers obtain credit and financing from operators in certain markets that carry with such arrangements the obligation to first offer such shipment to the man who has done the financing, rather than sell it on the open market." [15]

However, Production Credit Association loans in this county totaled more than those in Palm Beach County for 1941.[16] Conceivably, large growers could sell independently of these credit channels if they were not dependent on the packing houses for processing crops. There is also much f. o. b. selling. Buyers from the big commission houses and from such organizations as the Atlantic Commission Co., purchasing subsidiary of the Atlantic & Pacific Tea Co., make daily trips down the line of packing houses.

The packing houses sell, not only to the larger commission organizations, but also to smaller truckers, often independent operators, who pay cash and carry the produce for resale, principally to the smaller southern market centers.

"The average farmer, however, * * * even though he has produce sufficient to load commercial cars and ship north, does not overlook the possibility of selling locally for cash where he can, and each packing house develops all the truck business possible, in order to take care of odd lots and inferior grades, according to grade standards. That produce which can be hauled to nearby markets, principally to the south and by truck marketing, usually requires lesser use of containers, packing and so forth. The truck business has developed extensively throughout south Florida and is operated by individuals who buy here and sell in various markets to which they haul." [17]

Approximately 30 markets, built and managed by the State, provide large platforms where produce is sold by individual farmers and through brokers. The State market at Florida City, operating only a few years, has developed a good volume of business. Trade is principally in the produce of smaller growers, sold in less than carload lots to truckers who assemble loads from different growers or purchase mixed loads for sale in the smaller markets.[18] A bean grading belt and a tomato-washing machine were installed at the market in January 1942 for use by the growers.[19] While the largest volume of business goes through the packing houses, the State market exerts some influence on the current market price. As indicated above, this marketing channel is little used by the larger grower.

"The larger farmers are usually committed to some selling organization or plan and, in addition, cannot depend upon certain truck sales on the local market, such as the one operated in Florida City by the State, for disposing of the quantity of produce they have to ship or sell." [20]

Committee representatives were informed by a large packer that the packing houses are reluctant to handle the produce of the small grower who ships only a small quantity of produce and at irregular intervals; therefore he takes his produce to the State market platform.

The principal market center in the Broward County farming area is the Pompano State market. Packing houses have made little headway in Broward County; many crops grown in this area do not require careful packing—peppers, squash, eggplant and other larger vegetables. Therefore, the packers have not gained control of the market. In the Pompano-Deerfield region, beans grown on sand land are almost all field-packed. It appears that sand-grown beans are preferred in many markets—a preference dating back to the days when ungraded Glades beans often came into the markets encrusted with muck. Since Glades beans are now graded, it is believed that the Pompano growers will also be forced to grade their produce.

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[15] Testimony of Luther L. Chandler, this volume, p. 12828.

[16] Statement of George F. Walz, this volume, p. 12728.

[17] Testimony of Luther L. Chandler, this volume, p. 12827.

[18] Committee representatives were informed that the first State market was opened in Sanford in 1935. The market did not develop into a center for selling the principal crop of the area, celery, since packing house selling was a well-developed institution. There was, however, a demand for a center in mid-Florida for the accumulation of mixed truck loads by truckers taking these loads to the smaller southern markets. At the present time, the Sanford market consists almost entirely of brokers' stalls. These brokers purchase produce from all over south and central Florida and resell it to these truckers at the market platform. Apparently, the Florida City market is also serving this same trucking trade.

[19] Homestead Leader-Enterprise. January 23, 1942.

[20] Testimony of Luther L. Chandler, this volume, p. 12827.

One grower now grades and packs his beans in his packing house.[21] According to the county agent,

"* * * in the future the farmers in the Pompano area will have to use the packing-house facilities in order to continue receiving top prices for their produce."[22]

Until the establishment of the Pompano State market, growers sold their produce on the railroad platform, directly or through brokers. Now the entire deal has been transferred to the thousand-foot market platform. As in the Glades and in Dade County, most sales are f. o. b.; consignment selling by most growers is a last resort for disposal of locally unsaleable produce.[23]

"Each farmer who desires space is rented a stall which is about 16 feet wide and 50 feet deep. According to his size of operation, he is entitled to the number of stalls that he can use. The smaller growers who do not feel that they can rent a stall turn their products over to brokers who operate on the platform. These brokers sell their produce to the best advantage and charge a certain commission for handling. Practically all of the produce is sold each day for cash. The larger growers do their own selling Most other vegetable markets in the State are on an auction system, but this system of individual selling has proved very satisfactory to everyone so far. I have seen, on a number of afternoons when I visited the market, over 200 large trucks waiting to load. Most of these trucks represent buyers themselves."[24]

While the large grower keeps a stall constantly in use during the season, and sells his own produce,[25] small growers of necessity sell through brokers. In discussing the marketing problems of the small farmer, the county rural rehabilitation supervisor of the Farm Security Administration said:

"Farmers selling their produce on the State markets in this locality are completely at the mercy of the buyers, or possibly it might be the brokers, or probably it is both. The farmer must deal with a broker in order to sell his produce. Buyers will not buy directly from the farmer, but will only buy from a broker. The farmer has no choice in the matter, except that if he does not want a broker to handle his produce he can consign it directly to the northern market. This practice in the past has proven to be unprofitable.

"The farmer dealing with the broker never knows the actual selling price of his produce, he only knows what the broker tells him. On occasions farmers have been able to find that their produce actually sold for $1 or $2 per package more than the broker's return showed."[26]

The produce is stacked on the platform for the buyers to examine. A large grower, whose produce is known, may bring only a sample of his entire day's picking to the platform. The buyers who make the largest volume of purchases are representatives of terminal market dealers and of great chain stores. They are on the platform all season, and frequently they ride bicycles back and forth on the quarter-mile-long platform. Their purchases are loaded from the platform directly into long-haul trucks or are trucked over to the railroad siding for loading into freight cars. Independent truckers also buy loads, mixed or one crop, to carry and resell to market dealers over a wide area. It has been estimated that 70 percent of the vegetables in the Pompano market go north by truck.[27]

CREDIT

According to the secretary-treasurer of the Miami Production Credit Association, the major sources of farmer credit in south Florida are the fertilizer and supply houses; broker and commission house channels are second in importance.[28] The Miami Production Credit Association finances approximately 5 percent of the farm operators in the area,[29] but about 72 percent of these loans go to truck farmers.[30]

Production credit associations are organized under the Farm Credit Act of 1933 to provide short-term credit for farmers at more reasonable rates than were generally available through banks and other private credit agencies. They are operated on a self-supporting basis with capital borrowed from the district production credit corporations. The south Florida area is served by the Miami Association, the capital stock of which is subscribed by the Production Credit Corporation of Columbia, S. C.[31]

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[21] According to the county agent, this grower receives a slightly better price when the market is low but the difference is not great (testimony of B. E. Lawton, this volume, p. 12783).

[22] Testimony of B. E. Lawton, this volume, p. 12783.

[23] Ibid., p. 12782.

[24] Ibid., p. 12782.

[25] He must be able to spend a large part of his time at the market or employ a sales manager.

[26] Letter from Marcel A. Boudet, County R. R. Supervisor, Lake Worth, Fla., to Committee staff, June 2, 1942, this volume, see p. 12855.

[27] For further description of this market, see testimony of B. E. Lawton, this volume, p. 12782.

[28] Testimony of George F. Walz, this volume, p. 12730.

[29] Statement of George F. Walz, this volume, p. 12728.

[30] Testimony of George F. Walz, this volume, p. 12730.

Since the production credit association is limited to making loans which have a reasonable degree of security, only the larger farmers in the south Florida area benefit by its services. In 1941, the average loan was $5,000 for the entire area served by the association.[32] In Broward County it was about $5,600, in Dade County about $6,300, and in Palm Beach County almost $11,200.[33] The secretary-treasurer of the association declares that special efforts are made to extend its facilities to the smaller growers, but that the specified requirements make this difficult.[34]

Another source of low-interest Government credit is available to groups of growers who wish to process or market their produce independently of established outlets. Through the Columbia Bank for Cooperatives, capital for plant construction and also operating loans may be obtained at rates of 3½ and 2½ percent, respectively. Commodity loans are made at 1½ percent.[35] At present, this type of credit is used in the Glades only by a group of four celery growers. These growers farm a total of 4,000 acres, of which approximately 1,000 are in celery. They have set up a precooler with the aid of their $29,500 loan.[36]

Two other Government credit agencies serve the south Florida area. The Crop and Feed Loan office is designed to supply credit to smaller farmers, but also on a relatively secure basis. Loans are limited to $25 per acre and a maximum of $400. Growing costs are considerably more than $25 per acre, and the borrower must seek other credit channels. The third type of Government financing is provided by Farm Security Administration rehabilitation loans to low-income farmers. By close supervision of the operations, these are intended to place the farmer on a self-sustaining basis. The requirement that cash income must be supplemented by operating a homestead with such foodstuffs as a garden, a cow, and chickens will provide, renders most south Florida farmers ineligible for this type of loan.[37] In the season of 1941–42, only 60 small farmers were under active supervision as clients of the Farm Security Administration loan program.

In sum, Government agencies supply production credit at low interest rates to the larger growers, who are thereby freed from processing and marketing obligations imposed by the private credit sources; the smaller farmers are forced to seek credit from supply houses, brokers, and packing houses. Banks are an unimportant credit source to the small grower in this area; he is not a good risk and they are forced to charge higher rates of interest than he feels able to afford. The supply house and broker charge more moderate rates. They are more interested in building up the volume of their business through loans than in the return to be received through interest charges.[38] Loss from bad loans is more than made up to the creditor by his brokerage fees and packing-house charges.

PRODUCTION COSTS AND PROFITS

Tables XVI and XVII reproduce production cost and return figures from two studies, one on potatoes in Dade County and the other on celery in the Everglades. An interesting feature revealed by these data is the large porportion of total costs devoted to marketing, including processing and packing costs. Table XVI shows that marketing costs of Dade County potatoes for the 4 years covered averaged $61.75 per acre, or 32.4 percent of the total of $190.34. Table XVII shows that, in each of the 3 years covered, the marketing costs of celery constituted over 50 percent of all costs. The elaborate and costly marketing methods used for south Florida produce are discussed elsewhere in this report.[39] These tables also give a clear indication of the profits made in south Florida agriculture. Net profits received by the Dade County potato growers covered by this study averaged $3,893.61 even though they lost an average of over $6,700 in the last year covered by the study—a year characterized by increased acreages, high yields, and low prices, and regarded as the worst in the county's history. Furthermore, the value of the operator's supervision should be added to the profit and loss figures in order to determine the actual income of the potato producer. The total average income of these growers for the 4-year period was $4,792.94.[40]

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[31] Statement of George F. Walz, this volume, p. 12727.

[32] The Miami Production Credit Association serves the following counties: Broward, Collier, Dade, Indian River, Monroe, Okeechobee, Palm Beach, and St. Lucie. Loans made in all but the 3 southeastern counties, Dade, Broward, and Palm Beach, averaged about $1,000. A total of only 18 loans were made in these 5 counties.

[33] Ibid., p. 12728.

[34] Ibid., p. 12729; testimony of George F. Walz, this volume, p. 12733.

[35] See Columbia Bank for Cooperatives, Stockholders' Meetings, December 1941, p. 7.

[36] In Dade County, there are three cooperatives which have loans from the Columbia Bank. Letters from George E. Prince, secretary, Columbia Bank for Cooperatives, to committee staff, May 29 and June 4, 1942.

[37] See p. —.

[38] Testimony of George F. Walz, this volume, p. 3.

[39] Pp. 12917–12922.

TABLE XVI.—*Cost of growing white potatoes in Dade County, Fla., seasons 1934–35 to 1937–38*

Item	Seasons				4-year average
	1934–35	1935–36	1936–37	1937–38	
Number of growers	22	24	30	23	----------
Number of acres	2,370	[1] 2,884	4,104	4,437	----------
Average acres per grower	108	120	137	193	139
Total yield (bushels)	422,090	376,597	856,491	1,037,929	----------
Average yield per acre (bushels)	178	131	209	234	195
	Average per acre				
Growing costs:					
Land rent [2]	$9.83	$10.68	$14.14	$17.75	$13.84
Seed	29.84	39.81	46.75	39.26	39.99
Fertilizer	30.34	33.36	29.26	32.94	31.49
Spray and dust material	2.25	2.23	5.47	6.12	4.45
Man labor	4.50	9.03	9.25	9.67	8.52
Contract work	2.51	2.67	2.60	5.67	3.58
Use of auto	.71	.58	.66	.50	.60
Gas and oil (tractor and truck)	2.34	3.31	3.55	3.48	3.27
Repairs on equipment	1.29	1.07	1.22	1.69	1.35
Depreciation on equipment	3.76	3.24	3.19	2.74	3.15
Miscellaneous costs	.71	.59	1.00	1.93	1.17
Interest on production capital (7 percent, 4 months)	1.94	2.37	2.64	2.77	2.50
Interest on capital invested (other than land)	1.15	1.23	1.13	1.11	1.15
Total	91.17	110.17	120.86	125.63	115.06
Harvesting costs:					
Man labor	4.39	4.86	4.65	4.61	4.63
Gas and oil (tractor and truck)	1.07	1.66	1.71	1.79	1.61
Use of auto	.53	.33	.34	.26	.35
Contract work	2.25	2.11	4.25	5.09	3.73
Repairs on equipment	.76	.51	.76	.94	.77
Depreciation on equipment	1.83	1.63	1.93	1.62	1.75
Interest on capital invested (excluding land)	.56	.68	.79	.67	.69
Total	11.39	11.78	14.43	14.98	13.53
Marketing costs:					
Containers (bushel boxes)	19.58	15.72	29.26	33.92	26.22
Grading, packing and loading	17.20	9.84	25.14	26.17	20.95
Icing and precooling	----------	2.26	.04	----------	.48
Inspection	.15	.56	.28	.86	.50
Selling costs	12.10	7.16	15.22	17.07	13.60
Total	49.03	35.54	69.94	78.02	61.75
Total cost	151.59	157.49	205.23	218.63	190.34
Total returns	229.71	166.73	301.40	188.91	224.75
Net returns to operator	78.12	9.24	96.17	−29.72	34.41
Value of operators' supervision	7.59	6.97	6.82	5.20	6.47
Profit or loss	70.53	2.27	89.35	−34.92	27.94
Total profit or loss per operator	7,598.18	272.86	12,224.05	−6,739.49	3,893.61

[1] Number of acres given represents that harvested. Of this acreage 431.5 acres were replanted due to heavy rains in early fall.

[2] Rent was charged on owned land at the prevailing rate for similar land rented. The total acres rented for 1934–35 was 85.3 percent; in 1935–36, 78 percent; in 1936–37, 65 percent; and for 1937–38, 51.8 percent of the total acres in potatoes.

Source: An Economic Study of White Potatoes in Dade County, compiled from tables, pp. 10, 12, 13, 14.

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[40] Total profit ($3,893.61), plus per acre value of operator's supervision ($6.47) multiplied by average acreage (139) or $899.33.

TABLE XVII.—*Costs and returns for an acre of celery, Belle Glade area, Florida, seasons 1937–38, 1938–39, and 1939–40*

Item	1937-38	1938-39	1939-40
Number of operators	4	7	7
Total acres planted	408	485	817
Acres harvested	368	425	804
Average yield of harvested acreage (crates)	448	449	435
	Average per acre		
Cost of raising plants:			
Rent on land	$0.54	$0.42	$0.51
Preparing seedbed	5.73	5.51	4.27
Fertilizer	.86	.95	.79
Seed	2.90	2.44	2.23
Fertilizing and seeding	.32	.28	.28
Spraying and spray materials	1.33	1.36	1.06
Irrigation expense	.99	.99	.85
Labor (weeding and caring for beds)	4.24	5.19	3.48
Depreciation on seedbed equipment	5.50	5.76	4.41
Miscellaneous	.28	.70	1.26
Total [1]	22.69	23.60	19.14
Cost of growing celery:			
Rent on land	10.91	11.04	11.59
Preparing land	5.07	6.51	10.12
Mole-draining land	1.00	.87	.93
Fertilizer	34.77	33.08	51.59
Applying fertilizer	.86	.97	2.96
Transplanting from seedbed to field	14.03	18.09	17.61
Water control	2.88	4.30	3.72
Cultivation (includes weeding)	11.64	11.89	11.82
Spraying and spray materials	16.17	17.14	15.73
Blanching:			
Applying and removing paper	11.38	10.87	6.40
Depreciation on paper and equipment	9.30	9.27	6.44
Miscellaneous	3.58	1.77	2.06
Total [1]	121.59	125.90	140.97
Cost of harvesting:			
Cutting celery and field stripping	34.36	28.86	30.41
Hauling to packing house	15.68	13.07	13.97
Total [2]	50.04	41.93	44.38
Cost of marketing:			
Grading and packing	58.24	57.99	58.47
Crates	85.12	82.90	82.76
Precooling	35.84	35.55	35.27
Selling	26.85	27.33	26.94
Ice for cars and inspection	5.85	9.01	18.61
Total [2]	211.90	212.78	222.05
Total cost excluding interest on production capital, and operator's supervision	406.22	404.21	426.54
Returns from celery marketed	487.76	622.05	611.41
Net returns to operator	81.54	217.84	184.87

[1] Computed on the basis of planted acres.

[2] Based on acres harvested, as no costs for harvesting or marketing were incurred for the unharvested acres.

Source: A Study of Celery Farming on the Everglades Organic Soils, p. 11.

Celery growing in the Everglades appears to be even more profitable. Table XVII does not show total profits per operator but the returns to growers, including the interest on production capital, can be easily determined.[41] Subtracting a liberal amount, $10 per acre, for this latter item,[42] we find average net returns to growers to have been approximately $6,500 in 1937–38, over $12,500 in 1938–39, and over $20,000 in 1939–40. As the south Florida celery deal develops, these are not the only returns from celery enjoyed by growers. As explained above, most of the large celery growers do their own processing and marketing independently, or are members of cooperative organizations. The marketing figures given in this table are calculated on the basis of cost to a grower whose celery is handled on a custom basis by a packing house.[43] Those who operate their own packing house or are members of cooperatives make an additional profit on their processing and marketing operations. It should also be noted that celery is not the only source of income to these growers. Celery is only one of the crops they grow.[44]

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[41] The net per acre returns to operator multiplied by the average number of acres harvested (total number of acres divided by number of growers).

[42] Ten dollars per acre is undoubtedly far in excess of the actual interest charges for production capital. Since marketing costs, as pointed out below, are calculated in this study on a custom basis, they cannot be considered part of production costs for estimating interest on production capital. Production capital is furnished by the Miami Production Credit Association at 4½ percent per year. Loans are made for the duration of the cropping season which is about 6 months. Many of the large celery growers in the Glades are financed through this organization. For others, production capital is available at rates not exceeding 7 percent.

The above sets of data refer to the operations of large growers. The growers covered by the potato study in south Dade County farmed an average of 139 acres each over the 4 years covered. In the last year covered by the celery study, the average number of acres harvested per grower was 115. Such large scale and profitable operations are possible only for those who have, or can borrow, sufficient capital to farm on a large scale. The following testimony is pertinent:

"Mr. TIPTON. Will you give us an estimate of the capital requirements for entering the farming business on the basis of an acreage that you consider to be minimum for profitable farming in the region?

"Mr. HANEY. Would that be starting from scratch on undeveloped land?

"Mr. TIPTON. Yes.

"Mr. HANEY. The minimum would be about a section, 640 acres. You would need about $35,000 worth of equipment. The land would cost you between $20 and $30 an acre. Roughly, you could figure between $40 and $50 an acre to get into production." [45]

It appears that this grower, who is one of the largest and most successful in the area, considers an investment of from $70,000 to $85,000 necessary to begin profitable farming operations. The grower who wishes to reserve marketing profits for himself must be in a position to invest considerable additional sums in processing plant equipment. For a celery washing and packing house $2,500 would be about the minimum investment, and for a small precooling plant the investment would be between $12,000 and $18,000.[46] Given sound business judgment it would appear that high profits are assured in this region to the enterprizer with $75,000 or $100,000. It is said that many, perhaps the majority, of the successful growers in the Glades began operations on a small scale and expanded.[47]

The experience of a large operator in the Glades, who farms 1,870 acres, operates a packing house, including a precooling plant, shipping annually over 400,000 packages, and a fertilizer plant mixing annually some 2,000 tons of fertilizer is of interest in this connection. The following are excerpts from her testimony.

"Mr. TIPTON. How many acres did you farm that first year (1932)?

"Mrs. WEDGWORTH. We had 80 acres of celery. [P. 12617].

"Miss PASCAL. About how many acres of celery do you grow?

"Mrs. WEDGWORTH. This year we have right close to 250 acres. * * *

"Miss PASCAL. About how many acres of potatoes do you have?

"Mrs. WEDGWORTH. We have 500 this year. * * *. [P. 12615].

"Mrs. WEDGWORTH. The first year we started out we placed directly on the ground some old railroad crossties and laid planks on them and bought an old celery chain from Brown farm. With no roof over it at all, right out in the wide open, we started packing celery.

Miss PASCAL. Did you precool it?

"Mrs. WEDGWORTH. No; at that time we had no precooling facilities and we really had to fight to make the market believe that we could grow celery down here. * * * We operated until 1935 without a precooler, merely top-icing, which was very unsatisfactory. [P. 12617.]

"Mrs. WEDGWORTH. * * * we realized that we had to have a precooler, but just getting started we weren't able to until 1935.

"Miss PASCAL. And by that time the acreage had expanded enough so you could put up a precooler?

"Mrs. WEDGWORTH. So we started in. Mr. Wedgworth built this packing house himself and put in precooling which, of course, was much simpler than the precooling that we have at this time. This last June we added to it considerably. [P. 12617.]

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[43] A Study of Celery Farming, etc., p. 15.

[44] Testimony of Luther Jones, this volume, p. 12660; Howard L. Haney, p. 12577 and Ruth S. Wedgworth, p. 12615.

[45] Testimony of Howard L. Haney, this volume, p. 12586.

[46] Ibid., p. 12600. The wash house would take care of 120 acres of celery and the precooler would be supplied by 300 or 400 acres.

[47] E. g. testimony of Ruth S. Wedgworth, this volume, pp. 12615–12616.

"Mrs. Wedgworth. The fertilizer plant was built in 1936. At that time we also had started a supply house and I continued to operate it until 1940, at which time I sold it to Broward Grain Supply Co., of Fort Lauderdale. [P. 12618.]

"Mrs. Wedgworth. * * * In the season of 1937 we realized that we had to have a better precooler and that, due to the excessive cost of our electricity, we needed to generate our own electricity. So Mr. Wedgworth drew up plans and started to increase our facilities, adding 2 Fairbanks-Morse Diesel engines with the necessary generators and compressors. He also bought a York flake ice machine. * * * This last year we have added to our packing house considerably, which makes for much easier operation. We have installed the conveyor chains, increased our precooling from an 8-crate-wide precooler to a 15-crate-wide precooler. [P. 12620.][48]

Such success stories are, perhaps, still possible in the Glades. But their likelihood has been lessened as the amount of developed land available for rental has decreased and expansion of acreage has forced new growers onto outside land where large initial investments for land purchase, drainage, and curing are necessary.

VI. Farm Labor

"Mr. Beecher. In the Florida legend is a chapter which is not set forth on the glossy pages of tourist circulars but goes by word of mouth from cabin to cabin across Georgia cotton fields, out to the Carolina sea islands, north into coves of the Alabama and Tennessee hills, and is wonderingly received by the poor folk there, west even to Louisiana, Mississippi, and Arkansas, where the tractors are moving in the wide river plains amongst the shacks of the sharecroppers. And these obscure, these disheartened, and landless people, white and black, learn that there is a golden Florida made ready for them too, where the same warm sun that shines on the Palm Beach millionaire will shine down on them the long winter through, and the same tall palms will shade them. And money is to be made there in the beans, the tomatoes, the celery, and the sugarcane—big money."[49]

* * * * * * *

"Mr. Tipton. Where have you worked in agricultural harvesting?

"Mr. Patton. Well, Idaho, Kansas, Oklahoma, Michigan, Indiana, Arkansas, Nebraska, Wyoming, in fact I have worked over 33 different States. * * * Florida is the sorriest wages in the United States. The only thing you can say about Florida is it is a nice place to make the winter, a good climate."[50]

LABOR DEMAND

Before the World War, farms in south Florida were few, small and scattered. In the Lake region, there were approximately 100 farms, and all the work was done by the farmer with the aid of "labor from his own family or such white help as might be obtained from fishermen or neighbors." [51]

A long-time resident of the Glades said: "We brought in our first Negroes on our place in 1920. We used a few in 1920. In 1922 we had about six families on our place. * * * They came from Dade County. * * * The real increase in the population of Negroes in the Glades section has come with the tremendous growth of the vegetable industry since the early thirties.[52]

This industry has made south Florida one of the Nation's major points of concentration for migratory agricultural labor. The volume of seasonal migration, though huge, is not precisely known. Earlier estimates ranged as high as 45,000 workers, but recent appraisals fall below this figure. [53] The Florida office of the United States Employment Service described seasonal peak labor demand for 1941–42 in south Florida thus:

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[48] Testimony of Ruth S. Wedgworth, this volume.

[49] Senate Committee on Education and Labor, supplementary hearings, pt. 2, May 15, 1940, p. 337.

[50] Testimony of Robert Patton, this volume, pp. 12739, 12742.

[51] Testimony of James E. Beardsley, this volume, p. 12559.

[52] Ibid., p. 12565.

[53] The Chief of the Department of Research and Statistics, Florida State Industrial Commission, in a statement presented to the Committee in 1940, estimated for the season 1939-40 a minimum of 40,000 and a maximum of 60,000 migratory workers harvesting crops in the whole State. These totals were apparently built up on the basis of individual county and crop estimates; there may have been some duplication because of worker movement between crops. His estimate for Palm Beach County (including cane workers in Palm Beach and Hendry Counties), was 21,750, for Broward County 10,000 and for Dade County 13,500—a total of 45,250 for the three areas (Montgomery hearings, pt. 2, pp. 482 ff.).

The former supervisor of the Farm Security Administration camp program in South Florida stated, in the spring of 1940, that there were 50,000 agricultural laborers in that area, three-quarters of whom were migrants (Senate Committee on Education and Labor, supplementary hearings, pt. 2, testimony of John Beecher, p. 352).

"Our agricultural labor reports for the past season indicate peak agricultural labor needs of 8,000 workers in Broward County, 5,000 workers in Dade County, and 12,000 workers in Palm Beach County. The above figure for Palm Beach County does not include agricultural labor needs for sugarcane workers in the Lake Okeechobee sugarcane area, which extends into Palm Beach, Hendry, and Glades Counties. Our reports indicated that 6,000 cane cutters were needed in this area last season; however, the sugarcane in this area was harvested without loss through the use of 5,000 cane cutters, and the crop was a record-breaking one. The maximum agricultural labor demand for Broward, Dade, and Palm Beach Counties and the Lake Okeechobee sugarcane growing area was, therefore, for 30,000 workers. There was, of course, some dovetailing of employment among these counties, so that the total demand was probably somewhat less than 30,000."[54]

The State office of the Employment Service estimated that there are 1,500 sugarcane workers resident year round in the lake region and that approximately 7,500 other agricultural workers remain in the 3 counties. Thus, the maximum estimate of migrant laborers was about 21,000 for the 1941–42 season[55] The manager of the United States Employment office in Palm Beach County considered 25,000 a conservative estimate for the number of agricultural workers who came into the 3 counties during the season. Many of these workers moved from place to place as crops came in, but the estimate referred to the peak number of migrants—working men, women, and children—in the 3 counties at any one time.[56] The supervisor for the Florida migratory camps of the Farm Security Administration estimated the total number of Negro agricultural workers, both migrant and nonmigrant, at 20,000. Half of these, according to this witness, are employed in the Glades district, 5,000 in the coastal farming area from Miami up through Broward and Palm Beach Counties, and another 5,000 in the farming district below Miami in south Dade County. The number of white agricultural workers would, of course, be considerably smaller.[57] Another estimate was obtained from a large grower and packer in the south Dade area, a member of the farm labor subcommittee of the county land-use planning committee. He believes that for the 1942–43 season, with increased crop acreage and with the continued depletion of the local labor supply, south Florida will need 15,000 to 25,000 migrants to harvest the crops, while south Dade County alone will require from 5,000 to 7,500. The number of previous migrants into the south Florida area was put between 12,000 and 15,000.[58]

Seasonality of demand.

In the summer months, the south Florida fields grow a crop of weeds, or are flooded by subtropical summer rains. The only activity is land clearing, repairing drainage ditches, mending pumps, and overhauling machinery. In late summer the seedbeds are prepared, and by September or October, planting begins. Mechanical power is used largely in preparing, planting and cultivating the fields. A caterpillar-drawn plow can turn over 20 acres "before breakfast," as one Belle Glade grower put it. Thus, labor requirements in the early fall are limited to a small number of skilled or semiskilled workers who can operate farm machinery. Horse-drawn machinery is used to a small extent and occasionally cultivation or dusting is performed by hand. In the Glades much of the acreage is dusted by airplane.

When the picking season starts in November, labor requirements soar. Both field and packing house laborers are demanded in huge quantities. As an index of seasonality, we may consider carlot shipments of vegetables, the majority of which originate in south Florida (table XVIII). Shipments become heavy in November, when the south Florida bean crop begins to come in. They increase through January, slacken in February, then continue to increase until the spring peak in May. By June, the south Florida season is over. The decreased shipments in the month of February are due largely to the cool weather prevailing in the lake area at this time. Growers plant a fall crop of beans which is harvested in December and a spring crop which is harvested in April and May to avoid the danger of frost. Hardier crops, such as celery and cabbage, are grown all through the winter. In Broward and Dade Counties, where there is less danger of frost, all crops are harvested throughout the season, although the production peak is reached during the winter. Ordinarily many workers proceed from the Glades to Dade and Broward during the midwinter slack, providing a greater supply of labor in the coastal areas during their peak harvesting seasons.

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[54] Letter from Robert B. Beasley, Chief, Reports and Analysis Unit, for L. S. Rickard, director for Florida, United States Employment Service, Tallahassee, to committee staff, June 4, 1942. See p. 12853 this volume.

[55] Ibid., pp 12853–12853.

[56] Testimony of Allison T. French, this volume, p. 12721.

[57] Testimony of Paul Vander Schouw, this volume, p. 12763.

[58] Testimony of Luther L. Chandler, this volume, p. 12824.

"There are really two seasons in the Belle Glade section, a fall season of about 2 months, then there is the migration to the east coast for 3 months or so, then there is the migration back and another spring season of approximately 2 months." [59]

The peak labor demand for the whole region comes in March and April, when the Glades area is producing its spring crop of beans and all areas are shipping beans, tomatoes, celery, potatoes, and other crops.

TABLE XVIII.—*Florida carlot shipments (rail, boat, express, and truck) of vegetables by months for season 1940–41*

Commodity	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	July	Total
Beans (including limas)	-----	-----	357	1, 624	1. 528	1, 171	610	634	1, 262	1, 019	179	-----	8, 384
Cabbage	-----	-----	-----	14	179	541	591	1, 166	1. 612	459	6	-----	4, 568
Celery	-----	-----	-----	-----	447	1. 258	1, 379	2, 143	2, 754	1, 997	540	-----	10, 518
Corn, green	-----	-----	-----	2	5	lcl	lcl	lcl	lcl	45	168	lcl	221
Cucumbers	-----	-----	64	280	28	7	5	3	320	1, 431	79	lcl	2, 217
Eggplant	-----	-----	40	79	45	46	39	30	43	139	147	49	657
Escarole	-----	-----	-----	78	174	136	58	138	143	49	-----	-----	776
Lettuce	-----	-----	-----	9	85	86	77	106	90	7	7	lcl	467
Peas, English	-----	-----	-----	20	115	44	28	48	45	2	-----	-----	302
Peppers	-----	-----	13	225	226	208	180	215	178	391	556	63	2, 255
Potatoes	-----	-----	-----	12	107	414	474	913	802	2. 452	94	4	5, 272
Tomatoes	-----	-----	lcl	359	1, 013	993	732	429	363	2, 918	873	lcl	7, 680
Mixed or miscellaneous	6	-----	61	200	383	341	322	431	466	639	383	73	3, 308
Total, vegetables	6	-----	535	2, 902	4. 335	5, 245	4, 495	6, 256	8, 078	11, 548	3, 032	189	46, 625

Source: Annual Fruit and Vegetable Report, 1940–41 Season, p. 18.

One Belle Glade grower, operating 1,870 acres, principally in celery and potatoes, said that her policy was to keep on as many workers as possible in the summer, even to "hunt jobs to keep our men busy." She was able to keep about 50 on the pay roll over the summer. During the winter, the regular pay roll went up to 200 and, for harvesting operations, more workers were hired by the day.[60] Another Glades grower, with 400 acres in cane and 500 acres in beans, said:

"I will keep about 25 the year round. You see, fertilizing and cleaning ditches and building roads and working your equipment over and taking care of your buildings, just getting ready for next season's crop and cultivating and fertilizing will use that many." [61]

During the harvesting season, this grower keeps from 40 to 55 Negro families in his quarters, as the mainstay of his labor force.[62] Cane cutting provides steadier work than vegetables. The men cut cane and their wives hoe cane and pick beans. Additional people are hired at the peak of the bean season.

One Negro agricultural laborer said that he was trying to get a regular job through the summer. He was working for a grower in Belle Glade who operated 325 acres and hired several hundred workers at the peak of the bean season.

"Mr. TIPTON. If he has any work this summer, what will it be?

"Mr. YEARBY. Something like mole drilling, driving a tractor or something similar to that. * * *

"Miss PASCAL. How many people does he usually keep working over the summer?

"Mr. YEARBY. About four." [63]

A grower who farms about 1,500 acres in Deerfield, northern Broward County coastal area, stated:

"I usually use about 35 men during the off season. That number that would like to stay, as a rule, is what I use, whether it is 20 or 75. During the winter season, harvesting, we need about 400. I would say that that's my impression, about 400 during December, January, February and March." [64]

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[59] Testimony of Howard L. Haney, this volume, p. 12604.

[60] Testimony of Ruth S. Wedgworth, this volume, p. 12621.

[61] Testimony of Luther Jones, this volume, p. 12668.

[62] Ibid., p. 12666.

[63] Testimony of William Yearby, this volume, p. 22654.

The Broward County agent described the operations of the largest grower in that county, who operates 4,000 acres, principally in beans and peppers.

"This man has three overseers and some men to look after his equipment and livestock for the entire year. During the summer months he keeps a number of men busy with such things as clearing land, opening ditches, establishing pastures, and repairing machinery. * * *

"Preparation for the fall crop usually begins in August and September and planting begins in October. On this farm, I would say, that approximately 200 day laborers would be required to prepare the land and plant the crops." [65]

During the harvest season, the labor demand for this operation goes up to 1,000.[66]

Discontinuity of labor demand.

"Twenty-hours of rain, wind, and hail did severe damage to growing crops in the Pompano section early Monday morning. * * * Approximately 5,000 laborers, most of them Negroes, were thrown out of work until new plantings can be started." [67]

The discontinuity of labor demand in south Florida aggravates the problems of a highly seasonal labor market. A freeze, a wind, a severe rain, sometimes a hurricane may destroy plantings, and the pickers and packers lose several weeks, work. The farmers put in a new crop; the pickers and packers either wait anxiously for it to ripen or seek employment in a more favored area.

Such catastrophes, though frequent, represent the extreme in discontinuity of employment among agricultural workers. Employment opportunities vary from day to day. They depend on the weather and on growers' estimates of market conditions. Beans cannot be picked on a wet day; damp beans will spoil before reaching market. To command the best price beans must be picked on the very day they ripen; a day or so later they are slightly larger and tougher, dropping in value several cents per crate.[68] If a crop is ripe on a day when the market is high, the grower will pick; if the market is low, the grower may prefer to wait and risk a sale of inferior beans, in the hope of a better market tomorrow. He may judge that the price received will not cover the expense of picking. In that case the beans may be left to rot or the vines may be picked over only once. One grower testified:

"I don't believe that it would be an exaggeration to say that there are very few years that 50 percent of the string beans that are grown are harvested due to the lack of a market." [69]

With good weather and a high market, a number of growers may be picking on the same day—and the demand for labor will be heavy. If the market remains high, the growers will pick their fields over two or three times, every third or fourth day. The demand for pickers will be slight when few fields are ripe or the market is low. This extreme irregularity of bean harvesting may be slightly diminished by staggered plantings of 20 to 30 acres every 3 or 4 days among the larger bean growers. Thus, weather and market conditions permitting, they may use pickers two or three times a week. Celery harvesting is more regular because plantings are made five or six times a week; the celery crews work regularly throughout the week.[70] Furthermore, celery harvesting need not be delayed when the plants are wet with dew or rain, and the market is usually steadier.

Beans are shipped soon after harvesting, and those reaching the local market earliest in the day are said to bring the highest prices. Picking is stopped early enough in the afternoon to permit all the beans harvested to be packed and stowed in the refrigerated cars. By multiplying the number of pickers, harvesting time is cut down to a few hours. One grower said:

"The nature of this bean picking is a rank waste of man-hours. * * * you will see as high as from 500 to 800 men in one man's field in the morning, a row to each person, and it is his duty for the day to pick that row." [71]

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[64] Testimony of P L. Hinson, this volume, p. 12785.

[65] Testimony of B. E. Lawton, this volume, p. 12780.

[66] Ibid., p. 12780.

[67] The Everglades News, Canal Point, Fla., January 23, 1942.

[68] Testimony of Luther Jones, this volume, pp. 12664-12665.

[69] Testimony of Howard L. Haney, this volume, p. 12592. See also, Land Use Planning, Palm Beach County, p. 25; testimony of Bryan McLendon, p. 12644.

[70] Testimony of Howard L. Haney, this volume, p. 12607.

[71] Testimony of Howard L. Haney, this volume, p. 12605.

Work in the packing houses is determined by the volume of vegetables coming in from the fields; therefore, labor demand for the white worker is also intermittent. Packing-house workers are paid only while packing operations are in progress.[72] Similar factors govern the harvesting and packing of crops other than beans, though in less acute fashion.[73] Workers in celery plants, for example, claim that, although the wash houses and precoolers are damp, the work is steadier and more permanent than bean grading and packing.[74]

Discontinuity of employment is an important consideration in estimating the income of the farm laborer. Optimistic reports of hourly or daily earnings fail to take account of irregularity of work. A grower estimates: "With wages at 40 cents a hamper, a bean picker can make $4 to $6 a day in the fields; with the whole family working, they can make as much as $15 in half a day's picking." Such earnings, if actual, are the exception, and average earnings recorded by the Farm Security Administration do not nearly approach this level.[75] The high rates cited are usually paid for second and third pickings, when the beans are scattered.[76] In a good field, a worker may pick as many as 12 hampers of beans in a day, but there are too many days when no beans are being picked, or when the Negro gets work in a field with a meager crop.[77]

Another type of intermittent employment occurs among Negroes living in quarters maintained by growers for their own labor supply. Workers may live in these houses all year round or only during the picking season. They are commonly obliged to give their "boss man" first call on their services; if he has no work they are permitted to obtain employment from other growers.[78] Growers profess to encourage outside employment but they claim that the Negro is either so loyal or so lazy that he does not want to work for anyone besides his own "boss man." There seems to be a certain reluctance among growers toward having their "people" work for a rival grower. Thus, on days when the "boss man" has work to be done, his Negroes will be employed, while on other days, when nearby growers may need hundreds of pickers, these Negroes may be idle.[79]

Most Negroes who do not live in growers' quarters are employed by the day. They have no tenure of employment and usually are not known even by name to the growers.

CHARACTERISTICS OF THE FARM LABOR FORCE

Probably three-quarters of the agricultural workers in south Florida are migratory.[80] They come down to the lake and coastal areas in the fall and early winter to harvest the vegetable crops.

"When we come back to Florida, they will be pouring from every road, people that went up to the North coming down to the bean season and every day there is from 30 to 40 cars and trucks and truckloads coming in. Coming into the lake from every part up that way." [81]

The greatest number of agricultural workers in south Florida are men, women, and children from the Cotton States; at least four-fifths of them are Negroes. Some are sharecroppers or laborers who return to their homes in Georgia or the Carolinas in the spring. Others move from place to place, following the crops from the lower tip of Florida up as far as New York or Michigan. These include displaced operators of small farms and casual recruits from various trades and service occupations.[82] Except for a few surveys by the Farm Security Administration, there is little systematic information about the numbers, origins, and migration patterns of these Florida farm laborers.[83]

One main migration proceeds up the Atlantic coast. A Negro migrant told of going regularly to Elizabeth City, N. C., for the potato harvest, to Virginia for the potatoes and strawberries, then over to the Eastern Shore of Maryland for potatoes and tomatoes, ending his trek in the Long Island potato fields. He usually left Belle Glade at the end of May and returned in November.[84]

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[72] Testimony of Allison T. French, this volume, p. 12722.
[73] See testimony of Howard L. Haney, this volume, pp. 12590, 12606; William Bryant, p. 12611.
[74] Testimony of Edward Carter, this volume, p. 12688; Thomas Tanner, p. 12699.
[75] Statement by Paul Vander Schouw, table of employment data, this volume, p. 12748; see also below, pp. 12938–12940.
[76] See testimony of Bryan McLendon, this volume, pp. 12643–12644.
[77] One witness (testimony of Luther Jones, this volume, p. 12670) claimed that a laborer could easily pick 20 hampers a day, or 600 pounds of beans. Other local estimates do not come up to this figure.
[78] Testimony of Luther Jones, this volume, pp. 12665–12667.
[79] Testimony of Allison T. French, this volume, p. 12713.
[80] See p. 12928.
[81] Testimony of Jerry Wells, this volume, p. 12683.
[82] See testimony of William Bryant, this volume, p. 12609; Edward Carter, pp. 12688–12689; Jacob McMillan, p. 12651; Joseph G. Cassellius, p. 12767; Robert Patton, p. 12739; and C. A. Sanders, p. 12614.
[83] See Montgomery hearings, pt. 2, pp. 552 ff.

Some of these migrants go into New York State; many others end their trip in New Jersey. A number go up the Atlantic coast, over to the Eastern Shore, finishing their trip in the Maryland and Delaware canneries.[85] Another group of migrants, largely white workers, leave south Florida for the Plant City strawberry harvest on the Florida west coast, then proceed to the strawberry area in southern Louisiana, continuing up the Mississippi Valley. Their summer season is usually rounded out in the fruit harvests of Michigan, principally in Berrien County. Sometimes, on the return trip South, there is a stopover for the Indiana tomato harvest.[86] A group primarily composed of Negroes works north through Alachua County, in north Florida, and spends the rest of the summer in Georgia.[87] The largest number of workers probably have homes in Georgia or Alabama to which they return in the spring, resuming jobs as hired farm laborers or sharecroppers in cotton and corn.

A small part of the south Florida labor supply is provided by local farmers who seek partial employment on other farms. The 1940 Census reports that more than a quarter of the south Florida farmers reporting part-time work off the farm worked on other farms. In Palm Beach County 60 farmers worked an average of 95 days, in Broward County 131 farmers worked an average or 115 days, and in Dade County 112 operators averaged 163 days, work on other farms. These workers are not important in the aggregate labor force. During the week March 24–30, 1940, Palm Beach County growers hired 11,061 workers, Broward County growers 5,108, and Dade County growers 4,797.[88] At least one large grower considered the part-time labor of farmers unsatisfactory.

"* * * a part-time laborer who is interested to any extent in any farming operation of his own is not available when the real need for labor develops in such times as harvesting. He is always wanting to harvest his own crop and it is always uncertain as to what days he can or will work for someone else.[89]

South Dade Farms rents many small plots to Italian part-time farmers and larger acreages to large potato and tomato growers. Small Italian farmers provide a source of field labor for the larger Italian growers.[90]

In south Florida agriculture, hired field labor is almost exclusively Negro. The packing houses, on the other hand, employ only white workers. There does not seem to be any good reason for this use of whites in the packing houses.[91] It has been suggested that this preference arose during the depression when a surplus of white labor was available.[92] The prevailing sentiment is that "You can't work whites and Negroes together."

"Mr. TIPTON. Mr. Chandler, is white labor ever used in the fields in Dade County?

"Mr. CHANDLER. It is used at times, but the mixing of white and Negro labor in the same crew is not desirable because of the prejudice that exists against the lower-standard Negro farm laborer by the average white person. Such white farm labor usually accepts such work only until other work can be found paying a higher rate of pay and requiring less physical exertion." [93]

Both whites and Negroes are used for truck driving, tractor operation, and other higher-paid jobs. On the smaller farm, such work is often performed by the grower himself; in larger enterprises only the supervisory field work is performed by whites. In the packing houses and in the few local vegetable canneries, all workers are white. The cannery under construction at Belle Glade is located just opposite the Farm Security Administration labor camp for white workers and the owner has announced his intention of using only white labor.[94]

During the picking season, the demand for Negro field workers is greatly in excess of that for white packing-house workers. The ratio of field to packing-house labor is higher in beans than in other crops, such as celery, where processing operations are more elaborate. This ratio has been further increased in the past season when many beans were dumped directly from field boxes into canners' trucks, without being sorted or cleaned in any way. It is roughly estimated that 90 percent of the aggregate labor force is Negro.[95]

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[84] Testimony of William Bryant, this volume, p. 12610.

[85] Testimony of Norman Hall, this volume, pp. 12641-12642.

[86] E. g. testimony of Annie Tompkins, this volume, pp. 12570-12571; Robert Patton, pp. 12739-12740.

[87] See, e. g. testimony of Johnnie Bell Taylor, this volume, pp. 12626-12627.

[88] United States Census of Agriculture, 1940.

[89] Testimony of Luther L. Chandler, this volume, p. 12825. See also statement by Charles H. Steffani, p. 12852.

[09] Testimony of Luther L. Chandler, this volume, p. 12325; James Sottile, p. 12834.

[91] In the Sanford celery district, white workers are used to a larger extent for field work; Negroes are employed in the washhouses and precooling plants.

[92] Testimony of Howard L. Haney, this volume, p. 12594.

[93] Testimony of Luther L. Chandler, this volume, p. 12825.

[94] Testimony of Samuel E. Rosenstoek, this volume, p. 12622.

In the packing house there are more women workers than men. Packing-house operators claim that women have greater manual dexterity for fine, sorting operations. The preference for women is also governed by their availability for that type of employment, as the following opinion of an Employment Service official indicates:

"Miss PASCAL. What is the approximate ratio of labor requirements for white men and white women in the packing houses in this area?

"Mr. FRENCH. More women; approximately 2 to 1.

"Miss PASCAL. Do they require more women?

"Mr. FRENCH. I don't think that's a requirement as much as it is a question of availability. There are frequently two women to one man in a family and this is work a woman can do. In other words, a man may be working for the city or a light company or something like that, but the womenfolks work in the packing houses."[96]

Women are used almost exclusively on the bean-grading belts and celery chains. Both men and women are used on potato belts. Men are used for other operations in the packing house: loading and unloading boxes, feeding vegetables into the grading machines, packing them into crates, nailing up the crates, and loading the trucks or freight cars.

Planting and cultivating operations are performed by male Negro field workers. When the crops are ready to harvest, any able-bodied person can be used in the fields—man, woman, or child. Growers often claim that women are more skillful in picking beans and peas, but piece-rate payment makes skill a matter of indifference to the employer. In some operations, a division of labor is found between men and women. A Negro worker said in describing celery harvesting:

"They have strippers, you know—cutters, strippers, and then packers. They use the lady folks for the stripping, stripping the dead leaves off, and use the menfolks for cutting down and the men for packing it in boxes." [97]

Cane cutting is heavy work which can be undertaken only by men. Cane hoeing, on the other hand, is done by both men and women.[98]

The use of children in harvesting is quite extensive. The manager of the West Palm Beach office of the United States Employment Service said: "The average bean grower would rather have women and children than men."[99]

The supervisor of Negro schools in the lake district of Palm Beach County who was concerned about enforcement of child-labor laws stated:

"I am naturally interested in that because so many of my students are in the field anywhere from 2 to 4 days out of a week. They are being crippled from an educational point of view and from a physical point of view, and although we do have laws in this State that a child must go to school until he is 16 years of age, yet these laws aren't enforced. * * * In fact, only about a third of the children, school-age children, in this particular area are in school. You can go in these quarters anywhere and find, 2 to 1, a child never having been registered in school * * *."[1]

The direct effect of the demand for harvest labor on school attendance was described by the witness:

"Mr. WILLIAMS. * * * For instance, we have a class here in this particular school with 78 in the second grade, and if beans open on a certain day or week, we have as low as 6, on actual count.

"Miss PASCAL. What would be the age range of those 78 in the second grade?

"Mr. WILLIAMS. The age range would be anywhere from 8 years old to 15."[2]

The Fair Labor Standards Act prohibits the employment in agriculture of children under the age of 16 during the periods when they are required to attend school. In the State of Florida, children are required by law to attend school from the age of 7 until they are 16. Thus, during the school year and during school hours, no child under 16 is supposed to work in agriculture. From the above quotation, it is obvious that this law is not enforced for the Negro children. Enforcement for the children of white packing-house workers is said to be somewhat better, although it was reported in 1940 that girls have been taken into the Glades packing houses at the age of 13.[3]

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[95] Testimony of Allison T. French, this volume, p. 12721; see also Montgomery hearings, pt. 2, p. 486.

[96] Testimony of Allison T. French, this volume, pp. 12721-12722.

[97] Testimony of William Bryant, this volume, p. 12611.

[98] Testimony of James Soloman, this volume, p. 12574; Myrtle May and Lawson Walker, p. 12702.

[99] Testimony of Allison T. French, this volume, p. 12721.

[1] Testimony of Alton Williams, this volume,p. 12723.

[2] Ibid., p. 12774; see, also, Senate Committee on Education and Labor, supplementary hearings, pt. 2 testimony of John Beecher, p. 343, for more detailed discussion.

In Palm Beach and Dade Counties, the school year runs through the winter, except for a brief Christmas vacation.[4] In Broward County, however, half the Negro schools are closed from Christmas until the first of April. Children are released for work at the height of the bean picking season without a technical violation of the Federal law. Time in school is made up during the summer months.[5]

There is also a demand for the labor of children after school hours. Until the spring of 1942, Palm Beach County Negro schools in the Glades normally started at 9:30 and dismissed at 4. Recently, anticipating the more extensive demand for child labor this season, the manager of the Palm Beach County office of the United States Employment Service requested the school board to open the schools earlier in the day and to close them in time for afternoon work in the fields.[6]

Among the growers there are varying opinions as to the ability and efficiency of the migratory workers. In regard to the white labor a large-scale employer of both white and Negro labor said:

"* * * these people * * * are not the most efficient people in the world or they wouldn't be there. I know from experience with migratory people that it isn't because they haven't the will to do. They just haven't the capacity. I have had several working for me that had the will, they were anxious and willing to make good, but just to put it plainly, they didn't have sense enough to do anything for themselves. So they have got to be trained to take orders." [7]

Another Belle Glade grower said:

"Sixty percent of the people in that white camp, I believe, are good, honest Americans that are down on their luck * * *. The other 40 percent are no good to themselves or anybody else." [8]

A somewhat different opinion was expressed by another grower.

"* * * the most of them are very self-respecting people. At the time the investigations were being made, it was very interesting, the comments they made. They very much resented people coming and looking at their tents and commenting on conditions they lived under, because they were living just as clean as most of the people over here in town." [9]

In regard to Negro labor, a rather typical expression came from a south Dade County grower and packer.

"The average farm Negro is of the type irresponsible, makes no attempt to save his money, has utterly no ambition whatever to have a family, own a home, but simply desires to get enough money into his pocket with which he can gamble, drink, and have his affairs. * * *

"This is not always true, of course. There are some Negroes who make an effort to save money, but the average one wants nothing but an old second-hand automobile and enough money to buy gas and tires with which to make it go." [10]

A Belle Glade grower said:

"What we are interested in is having labor there, ready and willing to work when work is to be done, and you can't do it unless you look after them and keep a lot of these temptations away from them. * * * A Negro is somewhat like a child." [11]

An exception to the more general opinion came from the secretary-treasurer of the Miami Production Credit Association, apparently referring to both Negro and white workers.

"You understand, from fiction writers and one thing and another, that the migratory laborer is a bum, but that theory is wrong in this section. Now, a great deal of our migratory labor consists of farm families from north Florida, Alabama, Georgia, and perhaps as far up as Tennessee and some of the Carolinas. These people live on the farms. They may be tenants, some may own their farms. They bring their families down here in the wintertime because they can supplement their income materially and live through the winter and perhaps avoid some of the winter hardships." [12]

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[3] Senate Committee on Education and Labor, supplementary hearings, pt. 2, testimony of John Beecher, p. 347.

[4] Testimony of Alton Williams, this volume, p. 12774; letter from James T. Wilson, superintendent of Public Instruction, Dade County, Miami, to committee staff, June 15, 1942. See, however, news item reproduced on pp. 12862-12863, describing plans for closing Negro schools in the Glades during the coming bean season.

[5] Letter from Ulric J. Bennett, superintendent of Public Instruction, Broward County, Fort Lauderdale, to committee staff, June 6, 1942; this volume, see p. 12856.

[6] Testimony of Allison T. French, this volume, p. 12717. In Broward County all schools open at 8:30 and let out at 3.

[7] Testimony of Howard L. Haney, this volume, p. 12601. In conversation, this grower indicated that these white laborers, mostly former sharecroppers, had been completely robbed of initiative by the sharecropping system. They are not true farmers, as they know how to perform only a few simple operations under the close supervision of the landlord or plantation manager.

[8] Testimony of Luther Jones, this volume, p. 12674.

[9] Testimony of Ruth S. Wedgworth, this volume, p. 12623.

[10] Testimony of Luther L. Chandler, this volume, p. 12820.

[11] Testimony of Luther Jones, this volume, p. 12667.

Doubts were expressed as to the possibility of educating and raising the standards of living of the Negro. "You can't educate them. You can't bring them up too fast," [13] one grower said. As an exception he referred to his cook, "a Negro that more money than the average wage would do good because she helps herself and is helping her family." [14] Facilities for education of white children in the Farm Security Administration camp program, however, were regarded as a point in its favor.

"It is certainly interesting to go up there and see the kids, the little bits of fellows that normally, on the same economic conditions and where they came from, wouldn't have the least chance in the world, but there they are being given the better things of life, getting an education, kept healthy and getting a better outlook on life, and you can't help but feel that is doing an awful lot of good." [15]

RECRUITING AND HIRING METHODS

The unguided search for jobs by migratory workers in Florida is a longstanding feature.[16] Their travels are directed largely by hearsay, previous experience, or the uncontrolled efforts of recruiting agents. Many learn where work is to be obtained in an extremely casual fashion.

"Mr. TIPTON. How did you know where the crops were ready?

"Mr. BRYANT. Just by talking to people. I just followed another truck that been up there." [17]

Original contacts with employers are frequently maintained by letter, and correspondents may be urged to bring companions along.[18] Labor contractors also influence seasonal migrations by arrangements to contract harvest work, furnish trucks and pay the workers.[19] Recruiters, principally Negroes, perform more limited functions; they gather groups of laborers, arrange transportation from grower to grower and act as foremen in the quarters, but they work along with the others in the fields or sheds and receive only commissions for arranging transportation and compensation from the grower for recruiting and supervising services.[20]

For day-to-day operations throughout the season, the larger growers tend increasingly to maintain their own supply of Negro labor, although migratory labor is relied upon for peak harvesting needs. The regular labor is ordinarily housed in dwellings maintained by the grower on his farm, while casual workers commonly rent quarters in town. Customarily, south Florida employers send trucks up to the cotton States to recruit Negroes. Twenty or thirty workers are hauled in a truck and, if the trucker has a paying load for the trip north, the transportation costs are very small. One grower said:

"Each year we send up trucks to Georgia to bring help down. We charge them nothing for it and then, at the end of the season, we give them a fish fry or barbecue and give them transportation back. Most of them have little farms up there." [21]

A cane grower stated:

"They [cane growers] spent anywhere from $500 to $2,000 in recruiting labor, through payments either to the men themselves or in lieu of transportation or to labor recruiters with trucks who brought them in from other Southern States." [22]

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[12] Testimony of George F. Walz, this volume, p. 12738; see also, testimony of J. M. Seabrook, pp. 13022.

[13] Testimony of Luther Jones, this volume, p. 12673.

[14] Ibid, p. 12673.

[15] Ibid, p. 12674.

[16] An article written in 1929 said about the north Florida potato grower: "The Hastings potato grower does not worry about help. He does not even advertise. When he starts home with his seed potatoes he always finds a crowd of colored farm hands, both men and women, hanging around the railway station. They seem to know by instinct where and when there will be work and they just appear from somewhere, no one knows where." (Perry Armstrong, "The Home of the Early Spud," American Agriculture, 123: 339-346, 1929).

[17] Testimony of William Bryant, this volume, p. 12610.

[18] A series of such letters appears on p. 12677 ff.

[19] Testimony of Bryan McLendon, this volume, pp. 12645-12646; also, see newspaper items, p. 12862.

[20] Testimony of Jerry Wells, this volume, p. 12676 ff; Norman Hall, p. 12639 ff.

[21] Testimony of Ruth S. Wedgworth, this volume, p. 12624.

[22] Testimony of James E. Beardsley, this volume, p. 12565.

Some growers apparently furnish round-trip transportation,[23] others merely bring the Negroes down to South Florida and let them find their own way back in the spring. Absence of employment opportunities in south Florida after the first of June provides an incentive for the Negro to return to his home. But stranding of families of workers is a common occurrence.[24] Increasing resistance of cotton planters to the drain upon their labor has caused many difficulties with local police in Georgia and even in north Florida.

"As the conditions changed, however, this practice [of recruiting labor from cotton States] was frowned upon and disapproved in those areas, to the point that people recruiting such labor were not generally thrown in jail or arrested but would be warned and threatened by sheriffs and police departments that they would be arrested if they attempted to recruit labor in those areas * * *. A man employed by me was arrested for such activity on the grounds that he was gainfully employed without having a proper tag on his car." [25]

Statutes related to labor contracting or truck licenses are invoked; growers are threatened with large fines or jail sentences. It is considered unsafe to drive a truckload of Negroes through some towns. Local policemen are likely to detain the driver on some flimsy charge; while he is arguing with the judge, the local farmers may attempt to hire the frightened Negroes.

The growers almost universally expressed scorn of "town Negroes" as farm laborers. This year, from areas as removed as Homestead and Pompano, however, they have been sending trucks into Miami Negro sections each morning to recruit bean pickers. Farm labor and farm wages do not always make an appeal to Negroes accustomed to urban wage levels and the attractions of city life. A grower said:

"Certain of the farmers would send their trucks into Miami early in the morning and recruit labor, hauling them down to the fields, a distance of 15 to 30 miles, and hauling them back in the evening. This was not so satisfactory because such labor as could be procured in this manner only accepted such work as a last resort and they did not like to spend the time riding back and forth and, immediately they would find something else to do or if the various State, county, and Federal charitable institutions could in any manner be approached by the most of these people for aid, then they would no longer go to the fields and work. * * *

* * * This type of labor procured in this manner was not experienced farm labor but simply those who could be picked up at that particular time, out of work. A certain small percentage, of course, had been previously at work on farms and had moved into the city for various reasons, principally because of higher wages and the fact that they liked to live in a large Negro town. * * *" [26]

In nearby small towns, the concentration of Negro labor provides a convenient assembly point. The daily buying and selling of labor at the "corner" during the harvest season is a familiar sight in Belle Glade's Negro quarters.

"The city has two streets set aside for bean trucks that are picking up bean pickers to park and they have policemen up there to keep order and back the trucks up. * * * If you [indicating] are going to pick beans, they have picked for you before and you treated them all right, so they will get on. It is customary to have a Negro out there and he will holler at the top of his voice, 'Good first picking beans, 25 cents,' and go on and orate to them what fine beans they are and how many they can pick during the day." [27]

When the supply of labor is not too plentiful, employers may bid among themselves, the lead usually being taken by the agent of a grower with a poor bean crop. This process has been described as follows:

"You and your Negro decide-'Maybe we better pay 30 cents for these beans today,' so he hollers '30 cents' and the minute he does, all the Negroes get off her truck and get on yours. * * * Then she [indicating] gets mad and calls you all the things she can think of and says, 'I will make it 35 cents. Holler 35 cents,' so her Negro will holler '35 cents' and you call her all sorts of names and say 'Well, we will pay 40' and you start hollering '40,' and they pile off and get back on his." [28]

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[23] Growers have sometimes had contacts in the cotton States who send down a number of Negroes every fall. There was sometimes a regular shuttling of labor back and forth. Such controlled dovetailing of seasonal employment has become increasingly difficult, as growers in both areas have recently heightened the efforts to keep labor in their own locality. (See testimony of Luther L. Chandler, this volume, p. 12823; Ruth S. Wedgworth, p. 12625.)

[24] The director of the Palm Beach County District Welfare Board wrote in regard to surplus commodity distribution: "In July and August of the same year (1940), approximately 1,700 cases were certified on an emergency basis. This was requested following a mass meeting of growers and city officials held at Belle Glade and was made necessary because of the number of migrant laborers who had been left stranded there for the summer months because of the previous poor farming season." L(etter from Mrs. Alice Mather, director, to committee staff, January 9, 1942, this volume, see p. 12856).

[25] Testimony of Luther L. Chandler, this volume, pp. 12823–12824.

[26] Testimony of Luther L. Chandler, this volume, p. 12821.

[27] Testimony of Luther Jones, this volume, p. 12669.

In this informal wage bargaining, the employer does not know his picking hands individually; they are hired only for the day's picking. Full hampers are turned in for checks which are cashed at the end of the day. Workers who find the beans too scarce for the wage rate offered may hike back to the "corner" and try another job. On the other hand, if word gets around that a certain field is thick with beans, the employer arriving from town with his pickers is apt to find the field already full of people who have come up in their own cars or on foot. In short, the employment relationship is extremely casual. The employer does not know or care whom he employs, but is interested only in getting enough Negroes into the field to pick the crop in the shortest possible time.

A different relationship exists between the grower and the Negroes living in his quarters. These workers are not hired on a regular basis, but are "retained" for use when needed. They perform day-to-day field operations and supplement the harvesting labor force hired from town quarters. They are paid only when actually working, whether by the day or piece. Opportunity to accept jobs elsewhere, even at higher wages, is limited by the grower's needs. When he does not need them, they are supposed to be at liberty to find jobs elsewhere.[29] Quarters are furnished free and water and fuel are usually provided. Growers have a paternalistic regard for their "people," keep them out of jail, settle their fights, and so forth. Most large growers maintain commissaries where their Negroes can buy food and supplies, usually on credit. These Negroes are, in a sense, similar to regular employees. The grower selects them on the basis of apparent industry and ability, and will "throw the troublemakers out of his quarters." [30]

White workers hired for packing-house operations are paid by the hour. Hours of work vary greatly, and wages are forthcoming only "when the belts are running." [31]

The hiring and supervision of harvesting labor, particularly in beans and cabbage, have become extremely specialized. Practically all of the large growers contract their acreage for harvesting, as do a majority of the smaller growers.[32] Labor contractors pick the crop and haul it to the packing house; they furnish labor, trucks, and field supervision, charging picking labor costs plus a flat rate for each crate. Ordinarily they gather up their laborers in the town quarters, and the daily number sought will vary from a dozen or so to 500 or 600. Negroes maintained in growers' quarters will be used by contractors if not otherwise employed.

In the winter of 1941–42 the United States Employment Service, through the Farm Placement Division, attempted to introduce the use of Government employment agencies into the farm-labor field. With the relative scarcity of workers, the Farm Placement Service believed that it would be feasible to set up machinery for placing farm labor. During the early part of the 1941–42 season, the principal activity was the holding of meetings with growers to discuss labor problems and trying to help them work out a better distribution of available labor. Employment Service officials considered that little more could be done this year. However, three Farm Placement interviewers were appointed for the Glades and placed in the two Farm Security Administration camps at Belle Glade and in the Negro camp at Pahokee.[33] The possible scope of activities was outlined at the beginning of the 1941–42 season by the manager of the Dade County Employment Service office in a report to the director of the State employment service:

"From all of these meetings and discussions, I have drawn the following conclusions:

"1. That there is going to be a definite need for the Employment Service in this county this year in order to assist in recruiting farm labor.

"2. That the growers and packers are anxious and willing to cooperate with the Service to attain this end.

"3. That it is recognized that the Service cannot be a cure-all for the ills of this group, but that it can assist as an informational center and a traffic bureau for labor that is brought into this area to help in the harvesting.

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[28] Ibid., p. 12669–12670.
[29] But, see testimony of Alliston T. French, this volume, p. 12713.
[30] For description of a grower's quarters, see testimony of Luther Jones, this volume, pp. 12665–12668; James Sottile, p. 12833.
[31] Testimony of Alliston T. French, this volume, p. 12722.
[32] Testimony of Bryan McLendon, this volume, p. 12643 ff.
[33] Testimony of Allison T. French, this volume, p. 12711.

"4. That the Service should be able to assist in recruiting workers from Miami principally for the bean harvest.

"5. That the Service can be of help in recruiting tomato pickers from areas outside of this county and outside of the State if necessary.

"6. That the survey blanks, now being filled out by the farmers in this area, will show clearly the needs of this group.

"7. That the Farm Placement representative put into this area should be, preferably, a southerner with some experience in recruiting farm labor and in handling Negroes. If possible, his experience should have been had in south Florida." [34]

Recent use of the Employment Service as an adjunct to its own recruiting machinery has been made by the United States Sugar Corporation in securing cane cutters for the winter harvest season.[35] Opposition by the communities of origin to the recruiting activities of outside labor agents is in part circumvented by cooperation with the employment services.

Other South Florida growers have been interested in the possibilities of obtaining labor from other areas through the Farm Placement Service, but except in the case of the United States Sugar Corporation there has been no clearance of agricultural laborers from other States.[37]

Farm Placement Service officers, during the past season, have worked principally in the migratory labor camps, gathering crews for the growers from among residents in the camps and in nearby communities. The cane growers appear most willing to use the Service because they have been losing labor to better paid jobs in vegetable work. Some individual placements are made, but the Service usually contacts Negro group leaders or recruiters who round up the workers. Criticism of the service was heard from a cane grower who also charged that one such Negro service brought men for a fee from the migratory labor camp on promises of high wages; most of the men quit when they found that wages were below expectations.[38] The Belle Glade bean cannery, built in the winter of 1941–42, announced plans to hire its employees, all of whom will be white, through the Farm Placement Service. By rounding up groups of laborers made temporarily jobless by a rain or freeze and by arranging for growers or labor contractors to truck them into an area where jobs are plentiful, the Employment Service has helped to distribute more adequately the available labor supply. However, considerable resistance is offered by growers who fear a wholesale removal of labor from their localities.

The other activities of the Employment Service are more generalized efforts to increase the available supply of labor and to educate the growers. In frequent appearances before local growers' meetings and in less formal contacts, Employment Service officials have urged employers to organize for wage regulation and pooling of labor resources.[39] The Service has also been active in getting the schools closed earlier in the day to facilitate the use of child labor,[40] and it has contacted Negro leaders in urban communities to aid in recruiting "town Negroes" if labor shortages appear.

There are a number of Negroes from the British West Indies working in the south Florida vegetable fields. Many employers consider them better workers and "of a lesser law breaking type than our own southern American Negroes." [41] At the present time, immigration regulations restrict the importation of Bahama Negroes.[42] One large employer of Negro field labor has been very active during the 1941–42 season in attempting to effect a relaxation of immigration restrictions.[43]

EARNINGS AND RATES OF PAYMENT

Since the passage of the Fair Labor Standards Act in 1938, 30 cents an hour had been the standard rate of white packing house labor in the Glades.[44] At the end of April 1942, however, hourly rates were advanced 5 cents above the minimum. As one large grower and packing-house operator explained:

"* * * right now we have a shortage in help for the packing house and today are going to 35 cents an hour. * * *

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[34] See pp. 12850–12851.

[35] Sugar Production in Florida, this volume, p. 12968.

[37] Testimony of Allison T. French, this volume, p. 12716.

[38] Testimony of James E. Beardsley, this volume, p. 12566.

[39] Testimony of Allison T. French, this volume, p. 12713.

[40] Ibid., p. 12717.

[41] Testimony of Luther L. Chandler, this volume, p. 12817.

[42] See pp. 12809–12810.

[43] Testimony of Luther L. Chandler, this volume, pp. 12807–12818; see also letter file on this subject, p. 12808 ff.

[44] Except for tomato packing, which is paid by the piece; testimony of Allison T. French, this volume, p. 13722.

"* * * We went to 30 cents an hour at the time the Government started this wage-and-hour law. Up to that time it had been, I believe, 20 cents earlier, then 25 and then we went to 30 cents. That year that we paid 25 cents we really didn't come under the wage-and-hour law. Then the next year we came under it and paid 30 cents, and this advance to 35 cents isn't an enforced advance from the Government but trying to meet the other labor prices and the increased cost of living for the laborers." [45]

The supply of white labor, though somewhat less than usual all season, has been considered adequate by packing-house operators. The recent wage increase was designed to hold workers who were reluctant to stay out the late season;[46] they feared that the impending rationing of gasoline might interfere with the northward journey for summer jobs.

There is little information regarding the annual incomes of white packing house workers. Weekly earnings, of course, vary with the season, the climate, and the markets—the factors which determine the quantity of crops going through the packing houses. One worker said that he earned from $8 to $15 a week.[47] Another testified that his weekly pay checks during the past season had varied between $3 and $18.90, but that they would average out to $12 or so.[48] Another said: "If you make $20 a week here in these packing sheds you are putting in a lot of hours." [49]

The Farm Security Administration made a weekly spot check of earnings of 10 percent of the families resident in its migratory labor camps during the 1941-42 season.[50] The most complete records were obtained in the Belle Glade camps. Figures from the white camp, Camp Osceola,[51] show that average total family earnings exceeded $25 in only 7 weeks of 33 weeks surveyed; the highest weekly average was $36.73 for the week of May 2. In this week the average family made up 10 days of work, and individual earnings averaged $3.67 for a workday in excess of 10 hours. In 4 of the 33 weeks family earnings averaged under $10, and in 9 weeks under $15.

Wage rates for Negro field labor fluctuate more sharply from day to day and even from field to field, particularly the rates for piece labor. Day labor is used for general farming operations, and also for some harvesting work. Day rates for machinery operators, drivers and other semiskilled workers are generally 50 cents to $1 higher than the rates for unskilled field work. In the Glades area, the latter work has paid about $1.50 for the past few years, although this year the rate has gone up to about $2.[52] In south Dade County, a grower estimates that in past years these wages have risen from $1.25 at the beginning of the season to $1.75 and $2 at the harvest peak when the employer of day labor had to meet the competition of higher piece rates. This grower puts present wages at $2 to $2.50.[53] In the Pompano area, a witness stated that the wages he paid rose from $1.50 last year to $1.75 this season.[54]

Most picking work is paid by the hamper or field box. Rates for bean picking depend principally upon the competition for labor and the condition of individual fields. In previous seasons, growers have seldom paid more than 25 cents for the first picking of beans in Palm Beach County. Second and third pickings have paid about a nickel higher each picking.[55] In south Dade County a grower said that 25 cents was general,[56] while a Pompano (Broward County) grower said that he customarily paid only 20 cents.[57] This year, some witnesses indicated that rates averaged about 35 cents, varying from 25 cents to as high as 50 cents in a few cases. The large Pompano grower paid 25 cents for first and 30 cents for second picking.[58] A large Belle Glade labor contractor, who hires hundreds of pickers almost every day in the season, gave the following testimony:

"Mr. Tipton. What have the picking rates been this year?

"Mr. McLendon. That runs per hamper. It depends on the quality of the stuff, you know. They try to have a scale of approximately 20 cents. This year,

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[45] Testimony of Ruth S. Wedgworth, this volume, p. 12621.
[46] See below, p. 12951.
[47] Testimony of Edward Carter, this volume, p. 12690.
[48] Testimony of Thomas Tanner, this volume. p. 12700.
[49] Testimony of Robert Patton, this volume, p. 12742.
[50] Testimony of Paul Vander Schouw, this volume, p. 12766.
[51] See table, p. 12748.
[52] Testimony of Howard L. Haney, this volume, p. 12607; Luther Jones, p. 12669.
[53] Testimony of Luther L. Chandler, this volume, pp. 12826–12827.
[54] Testimony of P. L. Hinson, this volume, p. 12787.
[55] Testimony of Bryan McLendon, this volume, p. 12643.
[56] Testimony of Luther L. Chandler, this volume, p. 12819.
[57] Testimony of P. L. Hinson, this volume, p. 12787.
[58] Ibid, p. 12787.

I would say 25 cents for the first picking and then it varies from 30 to 35 and as high as 40 cents for the second and third pickings.

"Mr. TIPTON. Are the rates higher this year than last year?

"Mr. MCLENDON. I would say about a nickel higher than last year. * * *

"Miss PASCAL. What are the highest picking rates you have had to pay this year?

"Mr. MCLENDON. Forty-five cents, I think.

"Miss PASCAL. How often have you gone that high?

"Mr. MCLENDON. Just once, a poor patch, poor quality stuff * * * I think 30 cents is the rate now for first picking * * * it generally raises a nickel each time you pick." [59]

Rates for picking up potatoes behind a digging machine in south Dade County were said to vary between 2½ and 4 cents in the 1941–42 season.[60] A laborer in the Glades area said that he was paid between 5 and 10 cents for "scratching up" potatoes when a digging machine was not used.[61] In south Dade County, between 5 and 8 cents per half bushel were paid for harvesting tomatoes.[62] Wage rates for harvesting celery were not obtained except in the case of one grower who had instituted the piece-work system in celery harvesting, although this work is usually paid by the day. Last year he paid male members of the celery crew $2 and female members $1.75. In the 1941–42 season, he paid 6 cents per crate to the whole crew of 28. The daily wage received by each member ranged between $3 and $3.75.[63] One member of the crew stated that he had been earning between $12 and $14 a week.[64] The same grower also paid his cabbage cutters by the piece. It has been more usual to pay for cabbage harvesting by the day; one worker said that he received $2 a day for such work.[65]

Before the picking season, Negroes in the area are available for day labor. At harvesting time growers often complain that it is difficult to get day labor when piece rates are high.

Minimum wage rates in sugarcane are set by the Secretary of Agriculture under provisions of the Sugar Act. For the 1941–42 season, the minimum for cutters was $2.20 per day. The United States Sugar Corporation, paying tonnage or piece rates, has a minimum ranging from 72 cents to $1.31 per ton, depending on the type of cane.[66] No average earnings figures are available for the current season. One employee of the Sugar Corporation said that his daily earnings as a cane cutter had averaged about $2.50 this season and at times as were high as $3.[67] A Negro woman, employed by the corporation in hoeing cane, said that she earned $1.30 a day.[68] The corporation has maintained that earnings of cane cutters averaged $2.20 during the 1940–41 season, when the minimum wage was $1.40.[69] Cane cutters imported from Southern States have discovered that they are able to earn much more picking beans and other vegetables, and that such work is less arduous than cane cutting. Beans are picked only in good weather and the hours are short; cane may be cut in damp weather and the workers put in a full day. Both the sugar company and the few small cane growers have lost labor to the vegetable growers during the past year with higher bean picking rates.[70]

The Farm Security Administration has made systematic tabulations of earnings of Negro agricultural laborers in its camps.[71] For the winter of 1941–42, the Farm Security Administration found that average earnings of families at Camp Okeechobee, Belle Glade, exceeded $20 in only 3 weeks of a 33-week period; in only 7 weeks their earnings exceeded $15. In 13 weeks the average family earned less than $10. Thus, weekly family income of this Negro group seems to have averaged considerably less than $15, while the family earnings of the white camp resident group averaged nearer $20.

HOUSING AND LIVING CONDITIONS

Substandard housing and living arrangements for workers have been a longstanding feature of the south Florida vegetable industry. Employers assumed no responsibility for providing proper facilities; labor was plentiful and the speculative character of the industry did not encourage investment in permanent establishments by growers who were there one day and gone the next. A few landowning growers built quarters for their own laborers, and others built small cheap houses to rent. But the growing labor force far outran available quarters. A Belle Glade grower said:

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[59] Testimony of Bryan McLendon, this volume, pp. 12643–12644.
[60] Testimony of Luther L. Chandler, this volume, p. 12827.
[61] Testimony of Jerry Wells, this volume, p. 12685.
[62] Testimony of Luther L. Chandler, this volume, p. 12827.
[63] Testimony of Howard L. Haney, this volume, p. 12605.
[64] Testimony of William Bryant, this volume, p. 12612.
[65] Testimony of James Soloman, this volume, p. 12576.
[66] See Sugar Production in Florida, this volume, p. 12970.
[67] Testimony of James Soloman, this volume, p. 12576.
[68] Testimony of Myrtle May and Lawson Walker, this volume, p. 12702.
[69] Agricultural Adjustment Administration, Fair Wage Hearings, 1941, p. 20, testimony of Clarence R. Bitting, president, United States Sugar Corporation.
[70] Testimony of Allison T. French, p. 12715.
[71] See table p. 12748.

"When I first came down here 6 years ago colored people were paying 25 cents a night to sleep on a truck body, just an ordinary stake truck with bean bags on the platform and a tarpaulin over it, simply because there was no place for them to live." [72]

A white packing house worker, employed in the Glades every season since 1938–39 and now resident in the Farm Security Administration camp at Belle Glade, described his previous experience with living quarters as follows:

"I was here before this camp was ever built and it was pitiful then. It was really pitiful the way the people had to live. * * *

"We had an apartment. It was a room over the Golden Eagle saloon but most of the people lived in the Rader camp right across from the Royal store at Belle Glade. It was the most unsanitary conditions you every saw. You needed rubber boots to wade around there, hip boots at that. We got an apartment uptown at another place, but we were fortunate. I had been down in that camp and it was pitiful. Lots of people lived in cardboard houses, made out of cardboard, around the packing sheds. Just any way they could for there was no place for them to live. It was really pitiful. I thought a lot of times I couldn't see how typhoid fever couldn't help but break out the way they had to live, especially in the Rader camp.[73]

As the number of white packing house workers in Belle Glade increased, a few "camps"—or groups of one or two room cabins—were built, but many people lived behind the packing house district in makeshift shelters of corrugated iron, old boards, tar paper, and canvas. Negro workers lived in the town quarters, in shacks and barracks, or slept in autos and on trucks. Until recently there was no city water in the Belle Glade Negro section and enforcement of sanitary regulation was negligible.

In the spring of 1940 accommodations for workers in the Glades were described as constituting "the absolute low in America's rural slums." [74]

A writer in the Saturday Evening Post recently observed:

"Many of the migrants, white and black, continue to live in indescribable squalor in ramshackle camps, boarding houses, tin and burlap shacks, broken-down trailers, trucks, old automobiles—and the screaming jooks. As many as six persons have been known to live in the body of an abandoned automobile. Occasionally Negro migrants still sleep in the open in the tall grass around a fire built in an empty oil drum." [75]

This writer noted that for some migrants better housing was available in growers' quarters and in the Farm Security Administration camps.

Until recent years, farming operations in south Florida, particularly in the lake area, were characterized by their impermanency. The grower was a speculator—here today and gone tomorrow—who rented his land by the season and hired his labor by the day. He felt no responsibility for either and had no reason to spend money on housing, as there was no dearth of available labor.

The Government camp program has effected considerable improvement in the housing facilities for white workers in Belle Glade, many of whom occupy the camp opened in the spring of 1940. This camp provides well-built houses at a very low rental, together with numerous community facilities heretofore lacking for these workers in the Glades. Sanitary units containing toilets, showers, and laundry equipment are scattered throughout the camp; other facilities include a 24-hour nursery school, a clinic, home canning equipment, a recreation hall, playgrounds, and garden plots for the use of residents.[76] This camp has been fully occupied during the 1941–42 season,[77] the remainder of the white laborers living in camps such as the one described above. These private camps have been only slightly improved. The tar-paper shacks, however, are no longer clustered behind the packing houses.

Living arrangements for Negro workers have been less satisfactory. The Farm Security Administration camp in Belle Glade can house only a very small proportion of the Negro population, but, for a number of reasons, has not been fully occupied.[78] The buildings and facilities are similar to those in the white camp. New and somewhat better housing recently has been built in the town Negro section. The more dangerous dwellings have been condemned and in most cases torn down or repaired. Typical housing quarters in the Negro section are two-story structures divided into "stalls" 10 by 10 feet, or slightly larger; a family sleeps and cooks in one room. These rooms rent for about $2 a week unfurnished and for a slightly higher rate furnished.[79] There are also a number of small one- and two-family houses in the town. During the harvesting season, these accommodations are filled to capacity. "Catters," people who either cannot find a room or do not have the price, sleep on porches and under houses.

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[72] Testimony of Howard L. Haney, this volume, p. 12604.

[73] Testimony of Robert Patton, this volume, pp. 12742–12743.

[74] Senate Committee on Education and Labor, supplementary hearings, pt. 2, May 15, 1940, p. 340, testimony of John Beecher.

[75] Theodore Pratt, The Land of the Jook, April 26, 1941, p. 40.

[76] Statement of Paul Vander Schouw, this volume, p. 12746; also testimony of Paul Vander Schouw, pp. 12759–60; Annie Tompkins, pp. 12573–12574.

[77] Testimony of Paul Vander Schouw, this volume, p. 12760.

Recently there has been an increased amount of grower-maintained housing, provided free to the regular employees.[80] On the whole, this new housing represents some improvement, but dilapidated, overcrowded, and unsanitary dwellings still house the majority of Negro workers. Similar conditions are found in other parts of south Florida. All observers in the area agree, first, that there is an inadequate supply of housing for seasonal laborers and, second, that most existing housing is substandard, if not actually a menace to the health of the residents. In the Broward County areas, most Negro laborers live in rented quarters in the towns. The south Dade County situation is much the same, although there seems to be somewhat more housing provided by growers. In both areas a severe housing shortage occurs during the harvesting season.[81]

The camp program of the Farm Security Administration has stimulated some improvement in private housing. One of the largest growers in Belle Glade said in regard to growers' quarters:

"Since the Farm Security Administration housing projects were put in, it seems to me that they have made it necessary for those with their own quarters to make definite improvements in their housing facilities in order to keep their laborers satisfied." [82]

These camps have undoubtedly had a similar effect on housing rented to the Negroes. They also serve to show property owners that south Florida laborers can take reasonable care of property which offers a decent shelter. The camps have set a standard in the communities. At the present time, five camps are in operation in the Glades, three for Negroes and two for whites. A camp has been in operation in Pompano since the fall of 1941. Two camps under construction at Homestead, Dade County, were scheduled for opening in the spring of 1942, but have been taken over for military use. For the 1942–43 season, because of the loss of the Homestead camps and the impossibility of building additional permanent camps, the Farm Security Administration is planning to use mobile camps throughout the south Florida area.[83]

Recreation.

Leisure-time activity and amusement for south Florida workers center about the "jook." This is the name given to the combination saloon, dance hall, and gambling establishment which flourishes in the Glades. The center of the Belle Glade Negro section is a street several blocks long, almost solidly lined with jooks. Jooks for the whites are located principally along the main roads between the Everglades towns. There are few other recreational facilities for whites in the Glades; the few bowling alleys and roller skating rinks and most of the movie theaters are not open to Negroes. Thus, the jook has furnished the only place of amusement for the Negro population.

To the south Florida agricultural worker, the jook is a welcome diversion from a drab life and depressing surroundings. However, if more wholesome recreational facilities were provided, it is quite clear that the degrading influence of the jooks would be largely eliminated. The Farm Security Administration has made the first attempt to provide such facilities for the vegetable workers. The Palm Beach County collector of amusement taxes is reported to have complained bitterly to the Florida camp supervisor because the recreational programs of the camps were drawing people away from the jooks and thus reducing county revenue.

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[78] Ibid., p. 12761 Howard L. Haney, this volume, p. 12603.

[79] E. g., testimony of Elmore Jackson, this volume, pp. 12630 ff; Virgil Singleton, p. 12726; William Yearby, p. 12655.

[80] See p. 12858 for a description of housing provided its employees by the United States Sugar Corporation, see Sugar Production in Florida, this volume, pp. 12971–12972; and Montgomery hearings, pt. 2, p. 502, testimony of Clarence R. Bitting.

[81] See letters concerning establishment of Farm Security Administration camp in south Broward County, p. 12748, and testimony of James Sottile, this volume, p. 12833.

[82] Testimony of Howard L. Haney, this volume, p. 12603.

[83] See statement of Paul Vander Schouw, this volume, p. 12745, and testimony of Paul Vander Schouw, p. 12758–12759.

"Mr. Evans stated that not only do people from our camps no longer visit these questionable places, but large numbers of outside families are being attracted to our assembly hall activities." [84]

At the present time, however, the Farm Security Administration camps can provide facilities for only a very limited number of workers in the area during the season.

LABOR SUPPLY PROBLEMS, 1941-42 SEASON

In recent depression years, the flexibility of the agricultural labor market has permitted the entry of numerous job-seeking recruits who competed for available work and lowered the wage levels. At a hearing held by the committee in the summer of 1940 an observer in Palm Beach County, Fla., noted:

"Five or ten years ago, due to the great need of field workers and to the competition between the farmers, it was possible for the laborers to be paid as high as 40 cents an hour for their labor and as much as 30 or 40 cents a hamper for picking beans. In order to overcome this wage being paid, the farmers have advertised in many northern newspapers as to the wonderful opportunity offered in the Everglades section and have consequently encouraged more and more migration to this section.

"At this time, and even in the height of the harvesting season, we have a surplus of labor, and consequently the farmers are paying a much lower rate of wages to these workers than offered before, a wage that is practically impossible to live on even if the employment was steady, which is is not in this Everglades section * * *."[85]

Today south Florida growers complain of a shrinking labor supply.[86] For the labor remaining in farm areas they face competition among themselves, and upbidding of wages is a frequent result. Workers naturally prefer to take the most remunerative employment; the least favored occupations experience labor shortages at existing wage rates. During the bean season, for example, growers attempting to hire day labor have particular difficulty because piece rates in bean picking are more attractive to the workers.[87] Similarly, cane cutters find that the vegetable harvest pays better than cane work.[88]

Accurate and systematic data on farm wage rates and labor needs in relation to the available supply are not obtainable. However, south Florida growers were unanimous that the supply of field labor was less plentiful during the 1941-42 growing season than formerly. In Broward County one grower professed to have lost 10,000 bushels of beans "on account of not being able to get the labor."[89] In south Dade County another grower said, "Had the crops fully materizalized as to the yield, what this area would have done for farm labor and packing house labor, I do not know."[90] A few local observers challenged claims of labor deficiencies. A State official in close touch with local growers stated privatelyto committee representatives that farmers were interested in having an oversupply rather than an adequate supply of labor, in order to minimize wage increases induced by competitive demand. A witness in south Dade County reported:

"As the season progressed, even though the price for labor had materially increased, they were able, at all times, to get what they wanted."[91]

The growers recognize that a few Negro farm laborers are entering the Army, that some have taken regular jobs in higher-paying Government construction work, that many have found more profitable employment in their home areas and no longer travel down to south Florida in search of winter work. However, their great concern is the fact that they often have difficulty in filling their trucks with pickers, unless they offer higher wages than have been customary, at times when they believe there are large numbers of unemployed workers in the quarters. This attitude was well expressed by one grower in Belle Glade:

"The supply, I would say, in the field hasn't been sufficient. In the fall bean harvest, it was greatly insufficient for a period of time. Now, I say in the field. It is the belief of a lot of the growers that, if all of those Negro bean pickers who were here could have been made to get in the field and pick, that there was sufficient labor here to do the work." [92]

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[84] Statement of Paul Vander Schouw, this volume, p. 12746.

[85] Montgomery hearings, pt. 2, p. 598, statement of W. H. Weems, M. D., Palm Beach County physician.

[86] This applies particularly to Negro labor; apparently packing-house operators were seriously concerned about white labor only in April and early May when these workers began to leave the area before the end of the season.

[87] Testimony of Howard L. Haney, this volume, p. 12605.

[88] Testimony of Allison T. French, this volume, p. 12715.

[89] Testimony of P. L. Hinson, this volume, p. 12786.

[90] Testimony of Luther L. Chandler, this volume, p. 12807.

[91] Testimony of James Sottile, this volume, p. 12836.

The growers have a natural reluctance to paying higher wage rates and the reason most commonly given for the contracted labor supply is that somewhat higher rates have been paid during the 1941–42 season. This feeling was explained by one Dade County grower as follows:

"The whole situation results in a great percentage of such Negro labor, when receiving more money than usual, simply working that much less time actually in the fields. The average of such Negro labor, under those conditions, will only work 3 or 4 days per week, using the slightest excuse to stay away from the field, gamble, drink, have all their affairs with the women followers of such labor." [93]

The Belle Glade grower quoted above maintained that:

"* * * contrary to what most people believe, when a Negro gets $3.50 in his pocket he is no good until he spends it. That is, the Negroes we have around here for labor. Now, that's borne out by white people who handle them and by the Negroes themselves who think at all. Normally, you would think if a Negro was making $1.50 a day and you paid him $2 to $2.50 a day he would be a better employee, but that is distinctly not so." [94]

The manager of the Employment Service office in West Palm Beach voiced a similar appraisal.

"That's the nature of the migrant Negro laborer down here. He wants to make just so much and very few of them are interested in working continuously." [95]

These complaints, that Negro laborers work less regularly when receiving higher wages, it should be noted, are advanced simultaneously with assertions that many of these workers are removing to better paid steady employment in war industries. There is an understandable tendency for employers to exaggerate the deficiencies of workers who refuse to accept jobs at the wage levels and under working conditions which the growers think suitable; there may also be a tendency, in such a case, for the grower to magnify the importance in relation to the whole labor force of any "loafers" he may have encountered. To the extent that these opinions have any basis in fact, irregular work habits are the expected result of years spent in an overcrowded and disorganized labor market, where employment is intermittent and earnings too low to provide a decent subsistence A local person, experienced in the management of Negro labor, observed to committee representatives that the Negro agricultural laborer in south Florida who wishes to improve his condition finds himself in a most discouraging environment. Many Negroes, he continued, cannot buy anything valuable because a lock means little on the door of one of the dilapidated houses in which most of them live; expensive clothes will be stolen unless they are being worn; if they buy more than just the food they need, it will be stolen or eaten by rats; they have no reason to buy furniture because they have no homes nor radios because most of the cabins lack electricity. In short, money and the idea of saving, which means security to the white man, has little meaning for some of these Negroes. For these reasons, this person concludes that there is a minority which has no incentive to earn more than the minimum required to maintain themselves and their families. The additional dollars to be earned by working 6 days a week are not worth the loss of their leisure. These circumstances apparently do not occur to the average grower.

This widely held belief that the Negro is only interested in working for a subsistence income has led to attempts by the growers and the officials of the United States Employment Service to maintain a uniform wage level. Plans for such wage fixing have been discussed at growers' meetings throughout south Florida, but in only one case has a formal agreement been made. The manager of the Employment Service office for Palm Beach County testified that his efforts throughout the season to effect a wage-fixing agreement had met with little success.[96] However, at a meeting of Pahokee growers, a maximum of 25 cents was fixed as the rate for bean picking. This agreement lasted only 2 days.[97]

One large grower invested part of the responsibility for spoiling employer wage plans in the small grower, who is—

"* * * invariably the most guilty one, in time of harvest, of sneaking labor from the larger farmer. He only wants such labor for a portion of the week, perhaps for a day or two and is always willing to pay a higher or special rate in order to get such labor and thereby adds to the confusion because he is unable to employ such help as he will need for 1 or 2 days at a time without paying the extra rate, and the extra rate thus paid immediately forces the larger operator to pay such extra rate and in turn the smaller farmer again raises the rate and this iniquitous practice continues. * * *." [98]

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[92] Testimony of Luther Jones, this volume, p. 12665.
[93] Testimony of Luther L. Chandler, this volume, p. 12820.
[94] Testimony of Luther Jones, this volume, p. 12665.
[95] Testimony of Allison T. French, this volume, p. 12715.
[96] Ibid., p. 12713.
[97] Testimony of Luther Jones, this volume, p. 12671.

One large Belle Glade grower believes there is a necessity for fundamental changes in methods rather than for wage regulation per se. He agrees with claims of other growers that high wages ordinarily decrease, rather than increase the productivity of the worker, but, with the prospect of a continued labor shortage, he says: "We are going to have to reconstruct our ideas of what it takes in the way of labor to carry on our farming operations." [99] Harvesting in south Florida is generally wasteful of manpower, he states; bean-picking methods result in an especially flagrant waste. But if labor is properly managed and the work intelligently organized, the grower can afford to pay better wages because the man is worth more to him. The people in Henry Ford's factories, he says, "can earn a profit for Ford and a very good living for themselves simply by learning to do just one simple thing and do it well." [1] The agriculturist, according to this grower, must learn from the industrialist; he must rationalize his operations as industrialists have rationalized theirs. This grower put these ideas into effect in his celery fields during the 1941–42 harvest. Celery is ordinarily harvested by day labor. Because of the large number of operations involved, celery is harvested by a crew, each member having a specific operation to perform. Payment was made, by this grower, for the amount harvested by the entire crew, divided equally among the members. While individual earnings of the harvesters were somewhat higher, increased output reduced the cost of harvesting to this grower from 11½ to 6 cents a crate. This group piece-work system has been used for a number of years by the United States Sugar Corporation in its cane-cutting operations,[2] and has been adopted by other cane growers.[3] For the grower, it has the advantages of piece work, in providing for payment according to achievement, with the added advantages of gang piece work, in which members of the gang themselves keep up the work tempo as the faster and more ambitious members put continual pressure on the slower ones who are cutting down their potential earnings.

Meetings held by growers in the 1941–42 season have been concerned principally with ways of compelling more Negroes to accept agricultural employment or to work more steadily. Proposals have been put forth that law enforcement officers regularly make the rounds of the quarters and the jooks during working hours, picking up idle, able-bodied persons on charges of vagrancy, persuading them to accept employment by threats of imprisonment. According to a grower in south Dade County, the local committee on agricultural labor, in attempting to obtain Negroes from Miami and West Palm Beach, had requested the police to enforce vagrancy laws. He said that "there was some labor procured from that effort but not to any great extent."[4]

The defense councils of Belle Glade and Pahokee had posters tacked up in the quarters, jooks, and other places where Negroes congregate, reading: "Work or fight. This means you." The name of the defense council appeared beneath the message. On January 2, 1942, there was announced a growers' meeting, called jointly by the Belle Glade and Pahokee defense councils to discuss labor problems. The newspaper story read, in part:

"They (the defense councils) have adopted a slogan of 'work or fight' and believe that they are justified in putting all the Negroes and whites who work 2 or 3 days a week and earn enough to live on the balance of the week on the preferred list to be inducted into the Army.

"It is believed that there are enough agricultural workers in the area to harvest the crops if all of them will work 6 days a week instead of 2 or 3."[5]

At this time the Belle Glade defense council requested the local selective service board to cooperate in the "work or fight" campaign. The board replied that dependency alone justified a deferment, but added that a married man who did not work regularly could not be presumed to be supporting his family and could not claim dependents.[6] In some instances the patriotism of Negroes refusing to accept prevailing agricultural employment was impugned. One grower said:

"There is hardly a spark of patriotism or any idea among them to see how much work they can do because of the war situation."[7]

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[98] Testimony of Luther L. Chandler, this volume, pp. 12825–6.

[99] Testimony of Howard L. Haney, this volume, p. 12604.

[1] Testimony of Howard L. Haney, this volume, p. 12601.

[2] Sugar Production in Florida, this volume, p. 12971.

[3] Testimony of Luther Jones, this volume, p. 12670; James E. Beardsley, p. 12567.

[4] Testimony of Luther L. Chandler, this volume, p. 12821.

[5] Belle Glade Herald, January 8, 1942.

[6] Ibid., January 23, 1942. See below, p. 12859.

[7] Testimony of Luther L. Chandler, this volume, p. 12820.

With the professed intention of raising the morale of the Negroes, the Belle Glade Herald introduced a supplement of four pages, "devoted to the interests of the colored population of Belle Glade." This section contained gossip columns, local news, and articles by local officials emphasizing the importance of Negro farm laborers in war production. Contributors included the manager of the United States Employment Service office at West Palm Beach and residents of the Negro migratory labor camp. During the Red Cross drive a special effort was made to solicit contributions from the Negroes in the belief that participation in this activity would increase the Negro's feeling of being part of the community and the war effort.

As the 1941–42 season progressed, demands for stricter regulation of labor were manifested. Several persons in Belle Glade suggested a registration of farm laborers. It was proposed that each person be given a button or card and that weekly employment records be kept for each; if a Negro consistently refused to work or if he became "unruly or undesirable," he would be "booted out of town" or subjected to some other disciplinary action.[8] A grower and packing house operator in south Dade County held that, if a person can be drafted to fight, it should be possible to draft him to work, and that a law should be passed to this effect. He considered this principle particularly applicable to agriculture as second in importance only to the military phase of the war effort.[9] An even stronger demand was made by the selective service board in Belle Glade. The board held that "from 30 to 50 percent of the man-hours of farm labor in our territory are lost through refusal to work, or in effect sit-down action" and that this constituted "effective sabotage to the war effort." A resolution was passed which stated:

"In our opinion there is as much justification for induction of farm labor into compulsory service as farm labor, as there is for inducting producing individuals into the armed service." [10]

The jook problem is considered a contributing factor to irregular work attendance. From the standpoint of maintaining a labor reserve in the area, the jooks perform an economic function. The Negroes, relieved of their money by the jooks, cannot refuse employment at rates which might otherwise be unsatisfactory to them. Growers interpret this situation in terms of their belief that "a Negro is no use while he still has a dollar in his pocket." "Although it has been proposed that the jooks be closed up," growers are apparently reluctant to eliminate such an effective means of relieving the Negro of his money.

Many growers who maintain large Negro quarters provide their own jooks. These contain a jook organ, gambling tables, and bar. In this way amusements provided for Negro workers remain within the grower's control; he can come in and break up fights, exclude professional gamblers and troublemakers if he wishes and close up the jook on Sunday so that his workers will be in condition to work the next day.[12] At the same time, the Negroes stay on the grower's property, instead of going into the town quarters where they are more accessible to offers of employment from other growers. With regard to the outside amusement places growers frequently complain that the Negro starts "jooking" on Saturday night, drinks and gambles all week end, and is unfit for work by Monday; "sometimes he does not show up in the fields until Tuesday." Several meetings were held in the Glades during the past winter, and proposals were made to eliminate the jooks or, at least, have them shut up each Saturday at midnight. Some growers opposed shutting down the jooks completely on the ground that workers might leave the district if deprived of their chief recreational facilities. It is reported that "several years ago the gambling was stopped, with the result that the workers boycotted the district and there was a shortage of labor." [13]

State and county relief policy is held responsible in part for alleged irregular work habits. Complaints are directed particularly against the Surplus Commodities Administration. Commodities are distributed to families certified as having a budgetary deficiency.[14] The amount of food given out is not large. A representative list of commodities received by a family of six every 2 weeks is: 4 pounds of beans, 12 pounds of flour, 3 pounds of prunes, and 10 pounds of grits.[15]

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[8] Testimony of Luther Jones, this volume, pp. 12671–2.

[9] Testimony of Luther L. Chandler, this volume, p. 12831.

[10] Belle Glade Herald, May 15, 1942. For full text, see p. 12860.

[11] E. g., testimony of Luther Jones, this volume, p. 12665.

[12] See description of grower's jook in testimony of Luther Jones, this volume, pp. 12665–6.

[13] Theodore Pratt, The Land of the Jook, Saturday Evening Post, April 26, 1941, p. 43.

[14] Testimony of Dorothea Brower, this volume, p. 12791.

[15] Ibid., p. 12796.

The complaint of the grower is that the Negro, if he is not inclined to work, can get along on these provisions, plus some fish from the drainage canal. The Palm Beach Land Use Planning Committee recommends:

"That community leaders be consulted in disbursing relief and surplus commodities, as indiscriminate granting of relief confuses the labor supply and is detrimental to the farming community. It was suggested that relief clients be required to work for supplies obtained."[16]

Growers also claimed that able-bodied persons, actually employed part of the time, were receiving commodities and taking time out to go for this allotment.

"We have had a number of them want to stop work to go up and get their 'little groceries.' They will quit work that day to go stand in line and get the surplus commodities." [17]

Interviews with the county and State welfare officials indicated that little direct relief is given by these south Florida counties; none is available for migratory workers. Limited assistance is extended to the resident unemployables, aged, blind, and those eligible for aid to dependent children. Surplus commodities are the only form of relief available to needy migrant workers, who are certified by the State welfare board. The insufficiency of county funds has caused even the needy resident to depend largely on the surplus commodities program.[18]

Welfare officials pointed out that it was a practice of growers to bring truckloads of people from their Negro quarters to the welfare offices in the spring for certification to the commodity rolls. The district welfare supervisor in the Deerfield-Pompano area said:

"In many instances they would write for whole groups. They would write on a slip of paper and put all the names down and sign it and say that 'these people work for me and really are in need of the commodities.'" [19]

The welfare office was thus given the responsibility for providing families attached to a particular grower with a minimum amount of food over the summer. In the fall, when employment picked up, welfare officials cut down the rolls, eliminating all but the unemployables. In January 1942 fewer than 100 persons in the Glades area were listed as certified by the State welfare board for surplus commodities, the lowest number on the rolls at any time since the program started.[20]

In Broward County a similar procedure was employed. To minimize employer criticism of the program, the district welfare office consulted with the larger growers early in the fall of 1941 as to the most suitable time for the regular winter reduction in the number of commodity clients. December 15 was designated, and accordingly the rolls were cut from about 500 families to some 75 unemployable families.[21] The welfare offices also have been solicited to care for the thousands of Negroes thrown out of employment by crop failures. An event of this nature occurred in January 1940, when hundreds of laborers were maintained by emergency certification after a severe freeze.[22] Thus there is an apparent willingness on the part of State and county welfare authorities to cooperate with the farmers in two ways, by eliminating employables from the rolls during the working season and by helping to maintain a supply of labor in the area, at a minimum cost to the grower, supplying laborers with basic food supplies during periods of low employment.[23] Families are removed from the rolls, not when their budget deficiencies are repaired, but when their labor is requested. In this way, there is shifted to the Government a burden traditionally borne by the southern landlord, that of maintaining the Negro farm laborer during the off-season.

The Farm Security Administration agricultural labor camps are new in this area and grower opinion is somewhat unsettled as to their effect on the labor supply. Some circles manifest a strong opposition to the camps particularly for Negroes. The organization and administration of the camps have been subjected to criticism. One grower censured the "brass hats" in Washington for making regulations that were not applicable to the local situation and to the mentality of the southern Negro. He said:

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[16] Land Use Planning, Palm Beach County, p. 26.

[17] Testimony of Ruth S. Wedgworth, this volume, p. 12623.

[18] "In Florida we find that surplus comodities provide the only source of assistance for thousands of needy families. * * * These surplus commodities have come to be the substitute for general relief." (General Relief Needs in Florida, Report of Study Made by the Florida Chapter of the American Association of Social Workers and Sponsored by the Florida Legislative Council, January 1941, p. 3.)

[19] Testimony of Dorothea Brower, this volume, p. 12795.

[20] Letter from Alice Mather, director, district welfare board, West Palm Beach, to committee staff, January, 9, 1942, this volume, see p. 12857. At this time, the Welfare office was receiving complaints in regard to surplus commodities from growers in the Glades.

[21] Testimony of Dorothea Brower, this volume, p. 12791-2.

[22] Ibid., p. 12794; Mather letter, this volume, p. 12856.

[23] "The commodities vary but never are they sufficiently varied to maintain a well-balanced diet" (General Relief Needs of Florida, p. 3).

"There are certain reports of people as addressing the Negro out there as Mr. and Mrs. It isn't the custom in this country * * * A Negro hasn't the respect for a white man that will do those things." [24]

A Broward County grower said:

"We applied to the housing man at Pompano that runs the migratory camp. His help was worthless. He has no supervision of the Negroes at all and they go at will where they would care to go and would have no regard for his suggestions apparently. The way the Government handles the Negroes reminds me of a bunch of these wild Florida range cows. They will pay no attention to anything. They go where they want to regardless of where they should go to do the work." [25]

In some quarters it is believed that the camp management does not insist upon the residents accepting jobs, whereas Negroes living in a grower's quarters are obliged to work whenever their services are desired. A Clewiston cane grower said:

"* * * I have heard that if they are back in their rent they can pay it by pushing a lawnmower along on the grass and that takes care of that week's rent; that there is no compulsion on them to go out and make a living. They pick beans for one day and make $2.50 and that's all they need." [26]

Reports circulate around the Glades that "there are hundreds of Negroes lying around that Farm Security Administration camp and the manager won't make them get out and work when our beans are rotting in the fields."

Officials of the Farm Security Administration deny that there is any truth in stories of loafing by camp residents.[27] The district supervisor of the Farm Security Administration camps cited as an example a survey made in Camp Everglades for the last week in December which showed an average of 5½ days work per worker. This referred to time in actual work; it excluded days when the worker went out to a job and could not pick because of wet weather or some factor beyond his control.[28]

Many growers and landowners are coming around to the belief that the camps have a good effect on the labor supply. As one Belle Glade grower said "You will get a much more reliable type of laborer out of the camps than you can possibly get out of the quarters." [29] Several large growers in the Glades have moved their better workers into the camps, allegedly to separate them from the "riff-raff" in their own camps; even white labor contractors have brought families into the camps.[30] A letter from the Palm Beach County Agricultural Agent to the supervisor of the Florida camps reads in part:

"We are in position where we can judge freely the value of these camps and their effect on labor, farmers and other local activities. This is because four camps are now operating in the Everglades section of our county and we have had ample time to judge the conduct of the camp migrants and the attitude of their administrators.

"I can state that a very wholesome sentiment is developing among our growers toward these camps. They find an attitude of cooperation and helpfulness in the camp staff and best of all, find that they have a source of efficient labor. The camps provide educational, religious, and recreational facilities that almost completely does away with the inefficiency so often observed after a week end of drunken orgies, so common in many unsupervised camps.

"We find that the camps appeal to reliable laborers and those in charge eliminate any tenants who are not workers as soon as this can be determined. They are definitely a good influence on the morale of the laborers in the projects. The camp laborer is more healthy, more dependable and has more ambition than indiscriminate help." [31]

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[24] Testimony of Luther Jones, this volume, p. 12673.

[25] Testimony of P. L. Hinson, this volume, p. 12786.

[26] Testimony of James E. Beardsley, this volume, p. 12566.

[27] Testimony of Paul Vander Schouw, this volume, pp. 12762–3.

[28] Conversation with Paul Vander Schouw. See average weekly family employment table on p. 12748. for Camp Okeechobee and Camp Everglades, Negro camps. Also testimony of Allison T. French, this volume, pp. 12713–4.

[29] Testimony of Howard L. Haney, this volume, p. 49. See also, testimony of B. E. Lawton, p. 12785; Luther L. Chandler, p. 12819; and James Sottile, pp. 12832–3.

[30] Testimony of Paul Vander Schouw, this volume, p. 12764.

[31] Letter from M. U. Mounts, Palm Beach County agricultural agent, West Palm Beach, to Paul Vander Schouw, supervisor, Florida Migratory Labor Camps, December 16, 1941, this volume, pp. 12751–2.

It has been suggested that unfavorable rumors regarding the Farm Security Administration camps are sometimes inspired by owners of private quarters for Negro labor. A grower in Belle Glade stated:

"Certain unscrupulous white property owners in the colored section of Belle Glade have circulated stories, working on the ignorance of the colored laborers, pointing out the restrictions that they would be subjected to in the camp, even going so far as to sell them on the idea that, upon entering the camp, they would undoubtedly immediately be transferred to the Army. That's just a sample. * * *"[32]

In South Dade County the chief opposition was said to come from persons who rented housing to farm laborers and also from growers who feared that Government housing would "disturb" their control over laborers living in their quarters.[33] The supervisor of the Florida camps also considered that the chief objection of the growers was based on the fear of losing control over their Negroes.[34] The above cited letter from the Palm Beach County agricultural agent continues:

"A great deal of the early suspicious sentiment that opposed the camps was a result of misinformation or lack of information. Not enough effort was extended in informing the general public of the purpose of these camps and their operating plans. It is true that this information was given to certain small community committees, but it was not generally presented to the public and particularly to those employers who might be expected to utilize migrant labor.

"I must personally admit a lack of understanding and misinterpretation of the vision back of the establishment of these camps. The cause for this is undoubtedly because the major part of my information came by way of community gossip If farmers could be informed through proper channels of the apparent and potential possibilities for improving farm labor conditions by means of the migratory camp program, I feel certain that no opposition of any seriousness would ever be observed.

"The attitude of our local farmers is increasingly friendly as they observe the conduct of the camps. In our opinion the demand for these facilities will be increased.[35]

The changing attitude toward the migratory camp program reflects the pressing need for housing facilities adequate to attract workers in a tightened labor market. In the opinion of a large landowner, the absence of these facilities in the past several years has caused an actual decrease in acreage farmed in South Dade County. The number of workers seeking employment in the area could be increased, he believes, if more and better housing were provided. This landowner has donated a plot of land to the Farm Security Administration for the building of a labor camp at Homestead.[36] The prospects of labor shortage have inspired growers of southern Broward County to seek additional migratory camp facilities. They formed a commission to negotiate with the United States Department of Agriculture for construction of a camp in the southern part of the county. A resolution passed by the commission attributes the shortage of farm laborers, in part, at least, to the shortage of housing facilities. The City Councils of Dania, Hallandale, and Hollywood gave formal support to the commission.[37]

The Employment Service has thus far made little headway in instituting the more careful and rational distribution of labor that is necessary to meet all needs adequately. Employers recognize that many more workers are required to supply all demands simultaneously than would be needed if they took turns using labor or employed smaller crews over a longer harvest period. A local official cited a case in point at a meeting of the Dade County Land Use Planning Committee. In Palm Beach County the Employment Service received a call for 600 workers. Upon investigation it was found that 3 growers each needed 200 workers for 2 days in the week; 200 workers employed a full week could meet the aggregate demand. Growers were willing to cooperate in having the labor supply distributed "as long as it gets distributed to me first."

The aim of the Employment Service to create a common pool of labor for all growers in south Florida [38] is nullified by individual efforts of employers to insure their own labor reserves. Strong enmities arise when growers from one area try to "steal" labor from another. According to a Pompano grower, employers in that area were "very indignant" when an attempt was made to solicit labor for the Glades fields by means of leaflets scattered by airplane.[39] The same competitive attitude, displayed by all south Florida areas is exactly the same attitude about which they bitterly complain when their recruiting efforts in Georgia are thwarted and their truck driver-recruiters are jailed.[40] The Florida camp supervisor for the Farm Security Administration stated:

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[32] Testimony of Howard L. Haney, this volume, p. 12603.
[33] Testimony of James Sottile, this volume, p. 12837.
[34] Testimony of Paul Vander Schouw, this volume, p. 12762.
[35] Letter from M. U. Mounts, this volume, pp. 12751-2.
[36] Testimony of James Sottile, this volume, p. 12837.
[37] See this volume, p. 12748 for resolutions and letters requesting a south Broward County camp.
[38] Testimony of Allison T. French, this volume, p. 12713.

"There is a very definite desire, sometimes approaching hysteria, among the growers and farmers to hold their labor, and the result is that they have often held labor when it should have been working elsewhere and could easily have been working there for from 2 weeks to a month." [41]

Retention of labor by individual growers, as noted elsewhere in this report. has been developed to the extent of maintaining quarters for Negro workers who must hold themselves constantly available for employment. The grower is thus assured of a minimum reserve labor supply for seasonal or year round work. Workers living in the free quarters of the "boss man" must "work or get out." [42] A large landowner in south Florida described this system as a sort of peonage in which the laborers, living in the farmer's shacks and buying supplies at his commissary, "are continuously in debt to the farmer and have no opportunity to bargain for their labor." [43] At the present time, however, some growers find that they must make the quarters sufficiently attractive to the workers to retain them in the camps.[44] One grower described how his quarters, with commissary, restaurant, and jook served "to keep them on the place." [45] Generally it was accepted that the employer who maintained his own supply of labor, at least for all but his peak requirements, enjoyed a much more favorable position than the employer who hired from day to day in the town quarters.

"The advantage of having men in your own quarters or camps is that they are concentrated and don't require the picking up or the running around all over the territory, gathering two or three at a place, and again there is less likelihood of your losing those men out of your own quarters than if they are in public quarters and available to everyone for solicitation." [46]

The drain of agricultural labor to war industry and the prospect of demands for higher wages have stimulated intensified recruiting efforts. Plans were made with the local Employment Service office to contact Negro group leaders in West Palm Beach and obtain harvesting labor there in case a serious shortage developed in the Glades.[47] Active recruitment of Negro labor from Miami was carried on by the south Dade County growers, who sent trucks up to the city early each morning. Negotiations were initiated with the Florida East Coast Railroad to run a low fare "Farm Labor Special" out of Miami daily.[48] Problems of recruiting labor from other States in the South are described elsewhere in this report.[49]

A campaign was waged by one south Dade grower, with the support of many other growers, for the relaxation of immigration rules to permit importation of Negroes from the Bahamas. South Florida growers consider the "Nassaus" a thrifty, sober, hard-working type. Wage standards and employment opportunities in the Bahamas are lower than those prevailing in south Florida and the growers point out that the Bahamian Negroes would be very glad to accept jobs in this country.[50]

Difficulties of holding labor in the area until the end of the harvest season were intensified during the 1941–42 season. Employers sometime offer free transportation north at the end of the harvest to induce workers to stay on until its completion.[51] One grower said that in an attempt to keep his Negroes until the 15th of June, he was growing a field of beans, part of the net profits from this operation to be divided among those of his regular employees who remained until the end of the season.[52]

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[39] Testimony of P. L. Hinson, see this volume, p. 12789.
[40] See this volume, p. 12936.
[41] Testimony of Paul Vander Schouw, this volume, p. 12765.
[42] Testimony of Luther Jones, this volume, p. 12667.
[43] Testimony of James Sottile, this volume, p. 12833.
[44] Testimony of Luther Jones, this volume, p. 12668.
[45] Ibid. p. 12665-6
[46] Testimony of Luther L. Chandler, this volume, p. 12825.
[47] Testimony of Allison T. French, this volume, p. 12717.
[48] Testimony of Luther L. Chandler, this volume, pp. 12821-3.
[49] See this volume, p. 12936.
[50] See this volume, p. 12808ff, for correspondence on this subject.
[51] See e. g., testimony of Ruth S. Wedgworth, this volume, p. 12624.
[52] Testimony of Luther Jones, this volume, pp. 12666-7.

Fuel shortages have accentuated the problem this year. The spring season lasted later than usual, and laborers, both white and Negro, were eager to move on to their regular homes or to follow the crops north.[53] Those who operated their own automobiles were afraid of being stranded when gasoline rationing went into effect.[54] During the first week in May, in response to a telegram from a group of Belle Glade growers, the State rationing administrator announced that a sufficient supply of gasoline would be available to agricultural laborers wishing to return home after the season. At the same time, growers in Belle Glade were seriously concerned by the number of trucks from northern farm areas which were beginning to take the laborers out of the Glades. Along with the request for assurance of gasoline supplies, a telegram was sent to the chairman of the State defense council asking "legal authority to impede or prevent removal of labor" to other States by "foreign trucks." [55]

VII. Conclusion

I

Major emphasis in the food-for-victory program is placed on the production of fresh vegetables. It is essential that the production of fresh vegetables be not only maintained but increased wherever possible. This is particularly true of areas such as south Florida, which raise fresh market foodstuffs at a season of the year when other sections cannot produce them locally. In addition to climatic conditions which make it possible to produce fresh vegetables during the winter months, south Florida has many thousands of acres of undeveloped land upon which production may be expanded. The development of new land is progressing rapidly.[56] More beans, more tomatoes, more cabbage, more celery will be grown—if growers are convinced that labor for planting and harvesting will be available. In view of the highly profitable nature of the operations, patriotic appeals will not be necessary. But now, at the end of the 1941–42 crop season, growers are seriously concerned about supply and cost of labor for the 1942–43 season. Many have threatened curtailment, rather than expansion, of vegetable production claiming that they will not have as much labor as they deem necessary to harvest their crops.[57]

Industrial production of war materials has moved toward necessary levels only as business-as-usual techniques and attitudes have been jettisoned. Just as our whole industrial economy is gradually readjusting itself in the interests of increased production, so must south Florida agriculture readjust itself if the maximum productive capacities of the region are to be translated into larger food stocks for the use of the Nation.

Agricultural employers in south Florida, as elsewhere, have been long accustomed to a cheap and plentiful supply of labor. Farm laborers and croppers in the cotton States eagerly sought work in the Florida bean fields and, regularly each fall, they turned south, a huge army of migrant workers. Its numbers were swelled by the addition of laborers thrown out of work in towns and cities. The vegetable industry of south Florida has been built with the labor of these workers, white and Negro, who lost their footholds on the land or in industry, or who were forced to supplement meager summer earnings by a winter trek to the rich harvests of south Florida.

As economic conditions improved, and especially since war activities began to siphon off workers, growers found the large surplus of labor dwindling at a time when their profit sheets called for expansion of production.

In view of the extremely low wages prevailing prior to this season, and in view of competing wage rates in other occupations at the present time, growers must revise their estimates of what constitutes a wage adequate to hold or attract workers. Their ability to revise these estimates is assured by increasing prices for agricultural products, and highly profitable returns from the industry.[58] In some cases, particularly in bean picking, wage rates already have risen, but these advances have been irregular and unattended by systematic efforts to employ more fully and carefully the existing labor supply. Growers must accept their share of responsibility for so organizing the agricultural labor market in the region that the maximum number of man-hours be utilized and the workers assured of a steady income. They must assist in the development of new techniques of labor distribution and labor sharing and they must cooperate to assure the success of these techniques.

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[53] Testimony of Allison T. French, this volume, p. 12712.

[54] E.g., testimony of Daniel De Bruyne, this volume, p. 12705; Allison T. French, p. 12716; Ruth S. Wedgworth, p. 12621.

[55] Belle Glade Herald, May 8, 1942, see this volume, p. 1.

[56] See this volume, p. 12893.

[57] The Belle Glade Herald for June 12, 1942, reported that some farmers plan to plant only one-half, and some, only a third of their usual vegetable acreage because of labor uncertainty. See this volume. p. 12861-2. A later news item (July 31) indicates that this threat has not been carried out; vegetable acerage is being considerably expanded.

[58] See this volume, p. 12923ff.

A necessary component of plans to utilize labor fully and properly is the improvement of housing and community facilities. It is frankly admitted in the region that these facilities are extremely poor. The slight improvements made in recent years have not changed the fact that accommodations available to many Negro and white migrants in south Florida are still inferior to those in most other agricultural regions in the country. Growers would find it profitable to divert some of the capital they are pouring into land and equipment to clean, pleasant living quarters for their workers. Workers would then be less easily lured away by other opportunities.

In an industry which is wasteful of its human resources and does not provide the minimum conditions of decent living, employers cannot with justification attribute their labor supply problems to the alleged desire of the Negro agricultural workers for only enough money for immediate subsistence needs. In fact, as pointed out elsewhere in this report, growers complain simultaneously first, that Negroes will work less time at higher pay rates, and, secondly, that their Negro help is rapidly being lost as higher paid and steadier employment opportunities open. Employers are demanding the importation of low-wage labor from the Bahamas and are advocating compulsory measures regarding the employment of the local labor supply. Importation of foreign labor should be considered only after all domestic laborers are fully employed. The "Work or Fight" slogan which is gaining headway in south Florida is no substitute for a constructive labor policy that will maximize output and assure to the worker a stake in the common war effort. Even the modest facilities provided by the migrant camp program of the Farm Security Administration demonstrate that camp residents are making the most of the facilities and are acquiring habits, attitudes, and knowledge which make them better workers and better citizens.

[II]

The notion still prevails that agriculture in south Florida is a highly speculative venture shaped by the vagaries of weather and widely fluctuating market conditions. For some south Florida growers, farming operations are still speculative. With good luck, an occasional small grower may make an amazing profit on a few months' operation, or, with bad luck, lose everything. But each year a smaller proportion of the acreage in the Glades is farmed by growers who can in any sense be considered speculators. The more able (or luckier) of the early speculators have become large-scale growers. Newcomers have appeared with adequate capital to finance large operations.

The growers who operate on a large scale are not speculators. They are shrewd, conservative businessmen who insure themselves against the risks inherent in the weather peculiarities or in an unstable market. This insurance takes two forms. First, the large-scale operator diversifies his plantings. He plants fewer acres of beans and other tender vegetables, and more celery, root crops, and leafy products which are more frost resistant but which require larger investments. If cold weather kills his beans, he still may have other good crops.

The small grower generally lacks sufficient capital to plant the more stable crops and, if he diversifies crops requiring less capital, he does not have a sufficient quantity of any one vegetable to market advantageously. The diversification of plantings also insures the large-scale grower against bad market conditions. If bean prices sag to unprofitable levels he makes his money on cabbage or celery. Several of the big vegetable growers also grow sugarcane. If all vegetables are unprofitable, they have an assured income from their cane plantings. The large grower also is able to stagger his plantings. By planting his 200 acres of beans at the rate of 10 or 20 acres every few days, his crops will go on the market over a longer period of time. The grower may make little, or even lose, on some pickings but receive good prices for others. A large speculative element is eliminated.

The second type of insurance is found in marketing and processing techniques which protect the large-scale grower against low prices. When markets sag during the season, the reduction in value is passed back to the grower. Processors and packers, transportation agencies, and, quite often, sellers charge a fixed fee [59] for their services. Consequently, if a grower can do his own processing, packing, and selling, he is able to add to his gross income the profits otherwise going to these agencies. These assured profits may or may not be sufficient to offset possible losses on growing operations, but at least they will reduce total loss and, when market conditions are good, they will swell profits. If, in addition to taking over these functions, the grower diversifies his plantings in the manner described above, there is little speculation in the total process and profits are high. A grower told committee representatives:

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[59] Sometimes the brokerage fee is adjusted to the price; e. g., 5 cents if price is under $2 a package, 10 cents if over $2 (testimony of Ruth S. Wedgworth, this volume, p. 12618).

"It is my studied opinion, after watching in the aggregate over 100,000 acres of vegetable farming, that the same amount of intelligence, effort, and capital put into farming ventures in the Glades as in other business will provide a greater profit." [60]

The first agricultural development in the Glades bordered the lake, where fertilizer costs and danger of frost were less. This muckland area was planted very largely to beans. As the Glades developed, bean production became overexpanded in terms of high-price market requirements. The small bean producers, growing on a highly speculative basis, were crowded out by sagging prices. Those producers in a position to do so, shifted acreage to other crops requiring a longer growing season and a larger amount of capital. At the same time, the sawgrass land, less well suited to beans, was being developed. This land is more costly to drain than the muckland around the lake. Ditching and water control require more machinery and larger pumps. One large operator estimated that an investment of $70,000 to $85,000 for land, equipment, and the first year's production costs was necessary to begin profitable farming operations.[61] Such investments impelled growers to develop and farm large acreages in order to spread high overhead costs. Sawgrass land is being developed almost entirely by large operators, who also own or rent the greater part of the muck for bean growing, while small growers are able to grow only on a limited quantity of rented land.

South Dade County growers, in some areas, face problems of water control similar to those of the Glades growers. However, the position of the small grower is not quite as difficult here, because many small farms do not require water control and weather conditions are somewhat more favorable. However, large-scale operations are the rule here also. The small-scale operator is not in a position to withstand adverse conditions which sometimes affect the region.

Comparatively more small farmers have also been able to maintain their position in Broward County because in some parts of the county drainage is not necessary or is a less costly undertaking. On the other hand, weather conditions are slightly more uncertain than in Dade County. Diversification in this area, as in south Dade and the Glades, increased the security of the large growers in much the same way. It is hoped by some that the operation of a State farmers' market in the region will protect the interests of the small grower by giving him a place to dispose of his produce at profitable levels. Other persons feel that the interests of the small grower are not properly safeguarded by market regulations and that the large grower who maintains his own selling agency and often acts as broker for small growers has an advantage which the small grower will find it impossible to match.[62]

The nature of agricultural conditions in south Florida give the large operator an additional advantage in obtaining credit. The small farmers in the entire region depend upon local brokers and supply houses and the northern commission houses for their financing, while most of the large growers are able to get Government credit. The report of the Palm Beach County Land Use Planning Committee indicates that this may be an improper or ill-advised administration of Government loan funds.

"Many farmers are financed by local banks and private sources, while northern commission houses furnish a large part of the financing for crop production. * * * Farmers at various community meetings complained of inadequate financing of the small-size farmers and over-financing of large farmers by Government lending agencies." [63]

The report further states:

"Large farmers have been able to increase their acreages, their buying power, and marketing facilities by loans from the Miami Production Credit Association.

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[60] Testimony of Luther Jones, this volume, p. 12659.

[61] Testimony of Howard L. Haney, this volume, p. 12600.

[62] See exhibit 7, this volume, pp. 12855-6.

[63] Land Use Planning, Palm Beach County, p. 9.

This tends to defeat the vegetable allotment program of the A. A. A. and to lead to the elimination of the small farmers."[65]

The rules and regulations of the crop and feed loan office make it of relatively little use in furnishing credit to the growers of south Florida.[66] Loans by the Farm Security Administration for rehabilitation have proven so impractical in the south Florida area that at the present time the Farm Security Administration has only about 60 families under active supervision in Palm Beach, Broward, and Dade Counties. As pointed out above,[67] the Miami Production Credit Association loaned an average of $5,000 per member in 1941, an average of $11,200 to growers in Palm Beach County. Since the small grower faces the uncertainties associated with weather and market conditions and is not able to take measures necessary to eliminate the speculative character of his undertaking, he is a poor business risk for the production credit association. This seems the inevitable consequence in a region where the small grower cannot compete successfully with the large grower. Relief grants cannot constitute an important element in this area, which is new and developing and should be self-supporting.

To summarize the foregoing discussion: The position of the small independent farmer throughout south Florida is exceedingly precarious. He faces hazards against which he cannot protect himself. The big grower overcomes weather and market hazards by diversifying both his crops and his planting areas. In addition, he enters the field of processing so that he is not completely dependent on returns from his growing operations. Consequently, while the large grower is a good credit risk, the small grower is not. Most of the small growers do operate on borrowed money. But they depend for their credit on brokers, supply houses, or packing houses. Supply houses are willing to extend credit for fertilizer, seed, spray material and equipment, shipping packages and fuel, because they know that their claims will be met if the grower makes enough from his crop to cover them. If these claims are not met in one season, they are carried against the grower until they can be satisfied. Packing houses, often financed by northern commission houses, probably extend the largest amount of small grower credit, mainly to assure themselves of a sufficient volume of produce.

The above developments which characterize southeastern Florida are particularly evident in the Everglades region. Here the position of the small independent farmer is made precarious, not only by weather conditions and fluctuating markets, but by the high cost of preparing Everglades soil for cultivation. It is essential, both from an economic and a technical point of view, that the Everglades be developed in large units. Large scale machinery is required, which can be profitably used only when its cost is spread over a considerable acreage. To properly conserve and develop the Everglades, it is necessary that the land be drained in large compact units, rather than in scattered plots of indiscriminate size and shape.

Development of the region is proceeding more and more in terms of large-scale, highly integrated growing units. Greater acreages of vegetables are being produced for sale in high-price winter markets. When the saturation point for one type of vegetable is reached in these markets, more acreage is devoted to other types, newly introduced to south Florida. A canning industry also is being established at the present time. As acreages are increased, growers in other parts of Florida and in other parts of the United States are directly and adversely affected. The Sanford-Oviedo celery region of central Florida is rapidly being undermined by the competition of Everglades growers. The opinion is widely held that celery growing the the central part of the State is doomed. A large firm of Sarasota celery producers, Raoul & Haney, began operations in the Glades in 1936, "* * * after a number of inspection trips to the experimental farm and the fields of local growers convinced them that celery could be produced more economically in the Glades."[68]

One of the largest Sanford packing and marketing organizations started operations in Belle Glade in 1940–41. Their Belle Glade manager said:

"This area here has been developing so fast it looks like Belle Glade or the Glades is going to take this celery deal away from Sanford."[69]

Dade and Palm Beach County potato production has increased market supplies of early potatoes to such an extent that the St. Johns County production has dropped rapidly.[70] It is important to note that, in both Seminole and St. Johns Counties, vegetable production has been carried on by many small independent farmers. Furthermore, increases in the production of potatoes and celery for the winter market adversely affect the small growers of other producing States by reducing the winter market for stored potatoes and celery.

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[65] Ibid., p. 10.

[66] See above p. 12923.

[67] See above p. 12923.

[68] Belle Glade Herald, October 11, 1940, sec. E, p. 3, article by Howard L. Haney.

[69] Testimony of Daniel DeBruyne, this volume, p. 12703. This witness gave growing costs in the Glades as $175 to $200 an acre, while costs in Sanford and Oviedo were estimated at $375 an acre.

We have, therefore, a vast area of present and potential vegetable production which, because of economic and physiographic factors, must be developed in large-scale, highly industrialized operations. This area is driving, or threatening to drive, out of production areas where farming operations are still possible on a small scale by independent owner-operators.

Since large-scale vegetable production in south Florida is profitable, it may be expected to expand. The question arises whether the large-scale character of Glades vegetable production can be harmonized with the interests of small growers. Observers have pointed out that only through cooperative efforts of groups of small operators, each of whom is helpless alone, can they achieve the advantages of large-scale drainage, cultivation, harvesting, and marketing. Cooperative purchase of drainage machinery water control equipment, tractors, and machinery for cultivation and harvesting, and washing, grading, packing, and precooling facilities would be necessary. In addition, such a cooperative would find it necessary to develop and use planting and growing techniques which would eliminate the hazards of weather and fluctuating markets. Cooperative measures are recommended by persons most familiar with the Everglades and with the necessities for proper development.[71] Such projects would necessarily require considerable sums of initial capital. It is probable that the necessary capital would have to be furnished by some Government agency. Only in this way are the possibilities of Everglades development compatible with the interests of small farmers.

Exhibit 14.—Sugar Production in Florida

By Fritzie P. Manuel, member of staff, Select Committee Investigating National Defense Migration, Washington, D. C.

Cane-sugar production on the United States mainland is concentrated in two areas, Louisiana and Florida. Nearly all of Florida's 31,696 acres planted to cane for sugar are located in the Everglades region, and are cultivated by one company, the United States Sugar Corporation.[1] The remainder is divided among some 40 independent growers, of whom only one, the Fellsmere Sugar Producers' Association, has thus far attained any commercial importance.[2]

Early Attempts to Grow Sugarcane for Sugar

The origins of Florida's cane-sugar industry may be traced back to the seventeenth century. It is said that the sugar plant was introduced to Florida from the West Indies by the Jesuits, and there is evidence that sugar factories were in operation around the St. Augustine and New Smyrna areas as early as 1700.[3] During the 1840's and 1850's several enterprising Floridians undertook the manufacture of sugar.[4]

The first large-scale experiment was conducted under the auspices of Hamilton Disston, who had previously concluded negotiations with the board of trustees of the Florida internal improvement fund for drainage of certain swamp and overflowed lands, a large tract of which Disston himself purchased from the trustees. The Disston plantation was an outgrowth of prior endeavors on the part of R. E. Rose, engineer for the Disston Drainage Co., and later Florida State chemist. In 1885 Rose purchased in Osceola County some 420 acres of marshland through which a drainage canal had already been dug. When, in the following year, lateral and sublateral ditches were added to drain fields bordering the canal, Rose cautiously planted 20 acres of cane, 75 acres of rice, and 50 acres of corn. In 1886–87 the cane fields were increased to 90 acres. At this stage Disston purchased a half interest in the plantation, known as St. Cloud, and supplied the capital which permitted extension of sugar fields to 400 acres and construction of a sugar mill with grinding capacity of 200 tons per 24-hour day. In 1887–88 a small area of cane was harvested, although most of the cane was used for seed.[5] The harvest yield averaged 35 tons of cane per acre; sucrose content averaged 14 percent; sugar extracted was about 8 percent, or 160 pounds of granulated sugar per ton of cane. Writing of these achievements, Rose says that it was the best American record that had been set at the time.[6]

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[70] See p. 12898.

[71] Testimony of Howard L. Haney, this volume, p. 12601, and Joseph R. Neller, p. 12548. Also statement of Joseph R. Neller, p. 12537.

[1] United States Sugar Corporation, Tenth Annual Report, June 30, 1941, p. 34.

[2] Florida Department of Agriculture, The Sugar Producers' Problem in Florida, Economic Problems in Agriculture (comments of the National Department of Agriculture), Tallahassee, 1940, p. 4. Forty is the maximum figure for independent Florida growers. In Louisiana there are 15,000 operators.

[3] R. E. Rose, Cane Culture and Syrup Making, Tallahassee, 1910, p. 37.

[4] Florida Department of Agriculture, Florida, An Advancing State. 1907–1917–1927, Tallahassee, 1928, p. 199.

Disston thought in more impressive terms than a 400-acre sugar farm. He sought to expand operations immediately to a large scale and to derive full benefit from a 2-cent per pound sugar bounty, which Congress passed in 1890 with a provision that the subsidy was to be continued until 1905.[7]

Rose counselled against reorganization and sold his stock in the enterprise. Disston's plans were put into effect, and the St. Cloud Plantation became the Florida Sugar Manufacturing Co., capitalized at $1,000,000. A bond issue of another $1,000,000 was floated to pay the purchase price of some 36,000 acres of land, and a factory was erected (costing $350,000) with a minimum capacity of 3,500 acres of cane a season, although the cane fields themselves did not exceed 1,000 acres.

Extravagance, neglect of adequate drainage, ignorance of proper culture and manufacturing methods, and poor business practices all rendered precarious the existence of the Florida Sugar Manufacturing Co.[8] The final coup was dealt by the repeal of the sugar bounty in 1894, contrary to the intent of the Congress which had passed it.[9] The subsequent failure of Disston's company was not an isolated collapse. Rose states that an "era of extravagance" in Louisiana as well as in the beet-producing areas of the West had been nourished by the sugar bounty and that following its termination, failures in cane and beet sugar were "common throughout the country." [10]

During this period, visitors to Florida remarked upon the potentialities of the State for the growth of sugarcane. In 1890, Mr. Claus Spreckels, California sugar magnate, wrote to Disston:

"The soil is as rich as any that I have ever seen, and, with proper cultivation, the yield should be equal to that of any other country on the face of the globe.

"I congratulate you upon the bright prospect for the future of the sugar business in the State of Florida." [11]

Dr. Harvey Wiley of the United States Department of Agriculture propounded a novel scheme for the cultivation of sugar land by steam engines carried on boats traveling Everglades drainage canals, the finished products to be transported over the same routes. By this means, Dr. Wiley calculated, cane could be produced at a total cost of $2 a ton, ensuring a wide margin of profit to the farmer.[12] A Louisiana sugar planter and manufacturer, Paul Dupuy, commented on Florida's sugar prospects in December 1899:

"It is certainly a foolhardy undertaking to continue trying to grow oranges, vegetables, and other tender stuff in Florida. Sugar * * * offers about the only agricultural product that Florida can turn to." [13]

After the turn of the century, the promise of great sugar profits was constantly held out to gain support for state plans to drain the Everglades. Florida was hailed as the future Sugar Bowl of America.[14] Not until the 1920's had the work of drainage progressed sufficiently to make available extensive tracts of land for profitable sugar operations. (It had long been clear that a sugar plantation comprising only a few acres could not justify the expense of diking and ditching fields—operations which the individual farmer would have to undertake as an adjunct to the State system of canals, before the land was fit for cultivation.) At this time, a stimulus to sugar production was provided by the United States Department of Agriculture, which, at the instance of Louisiana cane planters, established a sugar experiment station in the vicinity of Canal Point. Here were tested thousands of cane varieties, as well as types of soil best adapted to sugar cultivation. Cane cuttings resistant to frost, mosaic, and various root diseases were developed and distributed.[15]

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[5] R. E. Rose, The Disston Sugar Plantation—Its Success and Its Failure, Tallahassee, April 1, 1912, p. 34.

[6] Ibid., pp. 34–35. In some respects this record compares favorably with that of the United States Sugar Corporation for 1941, which produced 33.73 tons of cane per acre, with a sugar yield of 10.50 percent (United States Sugar Corporation, Tenth Annual Report, June 1941, p. 10).

[7] John E. Dalton, Sugar, A Case Study of Government Control, New York, 1937, p. 22; Rose, The Disston Sugar Plantation, p. 35.

[8] Rose, The Disston Sugar Plantation, pp. 35–36.

[9] Dalton, op. cit., p. 25.

[10] Rose, The Disston Sugar Plantation, p. 36.

[11] Letter of Claus Spreckels to Hamilton Disston, March 22, 1890, Everglades of Florida (S. Doc. No. 89), Washington, 1911, p. 106.

[12] R. E. Rose, The Possibilities of Sugar Production in Florida, an address read before the Florida State Agricultural Society, May 3, 1900, Kissimmee, Florida, p. 8.

[13] Ibid., p. 19.

[14] See, for example, article by ex-governor N. B. Broward, entitled "Homes for Millions," Collier's Weekly, vol. 44, January 22, 1910, p. 19, in which Broward optimistically predicted that 500,000 acres could be planted in sugarcane. Florida's present sugar land covers 31,000 acres. See also J. O. Wright, The Everglades of Florida; their Adaptability for the Growth of Sugar Cane, Tallahassee, 1912.

The Florida Sugar & Food Products Co. had the first commercial sugar house in the Everglades. It began to produce sugar commercially in 1923, when a small mill was erected at Canal Point in Palm Beach County with a grinding capacity of 800 tons of cane per day. Because the area at that time had neither railroad nor highway facilities, the company transported its building materials in flat-bottom barges traveling the Palm Beach Canal.[16] The difficulties encountered by this company were recently retold by an Everglades "pioneer."

"The Sugar Co. had about as much trouble as anyone else. To start with, it was too far to barge coal or oil from Okeechobee to the mill. Finally, the company decided to fire its boilers with muck. That was not practical because it created lots of smoke but no heat. Then the company ordered in several barges of wood, finally resorting to the manufacture of brown sugar and black-strap molasses, which was run off a ways to a huge tank by pipes.

"The moonshiners started tapping the molasses tanks at night and hauling it away as fast as the company could make it. Water came up and drowned out most all the cane and about the only one who profited by that sugar mill was the moonshiner." [17]

The company did not long remain in business and its mill was taken over by the Southern Sugar Co. Subsequently the old company's properties fell to the United States Sugar Corporation; the sugar house at Canal Point now serves as a storeroom and shop for the Eastern Division.[18] The superintendent of that division, F. E. Bryant, was formerly president of the Florida Sugar & Food Products Co.[19]

The Pennsylvania Sugar Co. experimented with growing sugarcane on its farms west of Hialeah. The failure of its attempts was due to inadequate water control and to the nature of the soil, a shallow peat deficient in minerals and too loose and shifting to hold in place the roots of the cane plant. The company shortly abandoned its sugar enterprise for vegetable and dairy cattle raising, for which its lands proved more adaptable. [20] Others also tried their fortunes at sugarcane, among them W. J. Conners, who built the Conners highway; most of these undertakings did not materialize in permanent establishments.[21]

That early efforts to grow sugar in Florida did not achieve any lasting success is attributable to local factors as well as to the world sugar crisis. The importance of providing adequate field drainage was underestimated by many growers, who either assumed that the system of main and lateral canals built by the State would take care of their individual holdings, or, if they did excavate field ditches, relied upon simple gravity drainage without the aid of pumps. The inability of State canals to cope with emergency tides in Lake Okeechobee also caused overflows which ruined farms in the surrounding territory. And the losses suffered as a consequence of the hurricanes of 1926 and 1928 proved fatal to enterprises whose capital reserves were not extensive. It should be remembered, also, that this was a period of experimentation in soil fertilization and propagation of sturdy plants; time elapsed before optimum conditions of growth were determined and plants with high sugar content as well as disease-resistant qualities were developed.

The general sugar situation did not create a favorable milieu for Florida's infant industry. During the twenties, when governments throughout the world were subsidizing beet-sugar production, and technological improvements as well as intensive industrialization increased the output of raw cane sugar, excessive supplies accumulated and prices of sugar dropped steadily. The depression of

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[15] F. P. Stockbridge and J. H. Perry, Florida in the Making, Jacksonville, 1926, p. 68; G. H. Dacy, "Tapping America's Newest Sugar Bowl," Popular Mechanics, vol. 43, No. 6, June 1925, p. 916.

[16] Stockbridge and Perry, op. cit., p. 233; United States Sugar Corporation, Sugar and the Everglades 1939, p. 5.

[17] Belle Glade Herald, October 11, 1940, Pioneer Edition, section F, p. 3.

[18] United States Sugar Corporation, Sugar and the Everglades, p. 5.

[19] Board of Trustees Internal Improvement Fund, Minutes, vol. 15, 1923–24, p. 86.

[20] E. R. Lloyd, Agricultural Possibilities of the Florida Everglades (S. Doc. 85), Washington, 1930, pp. 15–16; Florida Department of Agriculture, Florida, an Advancing State, p. 199.

[21] Ibid., p. 199.

1929 completely overturned a number of sugar enterprises which were already tottering.[22]

SOUTHERN SUGAR CO.

Among the several sugar concerns in Florida, the Southern Sugar Co. rapidly outstripped its competitors, buying up the buildings and equipment of companies which were being forced out of production.

The Southern Sugar Co. was organized by B. G. Dahlberg, president of the Celotex Corporation.[23] Dahlberg was interested primarily in a new source of raw materials for celotex manufacture, a process which utilizes the bagasse, or fibrous portion of the sugarcane remaining after the juice has been extracted. Dahlberg had experience as a grower and processor of raw sugar in Louisiana.[24] In 1925 he made an initial purchase of 47,000 acres in the Everglades, gradually extending his holdings until he owned or controlled some 160,000 acres in Palm Beach, Glades, and Hendry Counties, south of Lake Okeechobee.[25] In addition, Southern Sugar purchased a tract in west Martin County which apparently was still held in 1938.[26]

The Southern Sugar Co. did not undertake to produce raw sugar commercially until a period of trial had demonstrated its feasibility. Experiments in drainage control were carried out on 35.000 acres by means of canals, ditches, and reversible pumps;[27] and some 500 acres of seed cane were raised and tested before planting on a large scale.[28] Part of the land had already been planted in winter vegetables and fruits.

In the winter of 1927–28, the company began to plant cane, increasing its sugar acreage to 11,000 acres the next season. Greater expansion of acreage was contemplated for the future, in order to reap the full benefits of a large-scale mechanized plantation. Tractors and special machinery for planting and hauling the cane to railroads were introduced by the company.[29] A mill at Canal Point began operations toward the close of 1928, and the following year two additional units were built at Clewiston.[30] Bagasse served as fuel at this stage, although plans had been made for its eventual utilization in the manufacture of celotex.[31]

The company's progress is indicated by harvest figures [32] for the last three seasons before it was absorbed by the United States Sugar Corporation.

Harvest	Tons of cane	Tons of 96° sugar
1928–29	12, 969	745
1929–30	202, 011	14, 468
1930–31	351, 051	26, 645

To insure an adequate labor force, Southern Sugar built the city of Clewiston. Two observers noted in 1926:

"Mr. Dahlberg and his associates realized that the sugar mill and the celotex factory would eventually employ 5,000 hands for whom and their families houses would be required, and there were no towns within many miles of the site selected for these industrial plants. Accordingly * * * the city of Clewiston, where the workers can live in comfort and where all modern urban facilities for business, independent and pleasant and healthful living conditions will be provided, is being constructed * * *"[33]

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[22] Dalton, op. cit., pp. 42–52; Sugar Crop Prospects Show Further Overproduction, Food Industries, October 1930, vol. II, No. 2, p. 474.

[23] Directors and officers of Southern Sugar were: P. G. Bishop, F. E. Bryant, Jules M. Burguieres, T. A. Burt, W. J. Conners, B. G. Dahlberg, C. F. Dahlberg, E. C. Cole, J. L. Doggett, George L. Eastman, Cannon Foster, Roy H. Goddard, G. G. Johnson, T. F. Kearns, E. C. Lathrop, William Johnston, Gerald R. Martin, Charles G. Rhodes, E. B. Roberts, E. R. Sherard, W. J. Tully (Poor's Industrials, 1929); Charles S. Mott was later made a director of the company (Poor's Industrials, 1931).

[24] In addition to his offices in the Celotex Co. and in the South Coast Corporation (sugarcane), Dahlberg is director in several corporations manufacturing related items: Certain-teed Products Corporation (building products), Sloane-Blabon Corporation (floor coverings), the South Shore Oil & Development Co. C. F. Dahlberg, a brother, is associated with him in the South Coast Corporation and in the South Shore Oil & Development Co. Also, B. G. Dahlberg was vice president of the Minneapolis & Ontario Paper Co. from 1911 to 1921. (See Who's Who in America, 1940–41, and Poor's Register of Directors and Executives, 1941.)

[25] Stockbridge and Perry, op. cit., p. 127; Florida Department of Agriculture, South Florida, 1929, p. 39.

[26] Florida Department of Agriculture, South Florida, p. 59. The Minutes of the Board of Trustees of the Internal Improvement Fund (vol. 21, 1937–38, p. 163) record the fact that in December 1937 Dahlberg requested an extension of time in making payments due on Martin County lands.

[27] George H. Dacy, "Florida Will Fill America's Future Sugar Bowl," Florida Grower, vol. 37, No. 2, February 1929, p. 8.

[28] Florida Department of Agriculture, Florida, An Advancing State, p. 198.

[29] Florida Department of Agriculture, South Florida, p. 39.

[30] The Southern Sugar Co. re-erected at Clewiston the plant and equipment purchased from the Pennsylvania Sugar Co. at Hialeah (United States Sugar Corporation, Tenth Annual Report, June 30, 1941, p. 33).

[31] The Celotex Co. intended to build a plant at Clewiston (Lloyd, op. cit., p. 15; Florida Department of Agriculture, South Florida, p. 39.

[32] United States Sugar Corporation, Tenth Annual Report, p. 34.

The Southern Sugar Co. ended its career bankrupt. Like Disston's old company, it constructed mills with a grinding capacity far in excess of the tonnage supplied by a limited acreage. The company had made indiscriminate land purchases, acquiring acreage which, though not suitable for planting, demanded considerable outlays for maintenance.[34] Problems of soil and plant life, as well, proved obstacles to the success of the venture; several crop failures were experienced before a method was developed, with the cooperation of the United States Department of Agriculture, for fertilizing the soil with copper sulphate.[35] The world depression and the disorganization of the sugar market hastened the company's downfall.

ORGANIZATION OF THE UNITED STATES SUGAR CORPORATION

In 1931, after the Southern Sugar Co. had been in the hands of a receiver for several months, its creditors and large stockholders asked the management firm of Bitting, Inc., to investigate the possibility of reorganization. In April of that year, the United States Sugar Corporation was formed.[36] Properties of the Southern Sugar Co. and subsidiaries partly or wholly owned were taken over by the new corporation. A subsidiary, the United States Sugar Corporation of New York, was made owner of the Clewiston Co., which in turn owned the Clewiston Telephone Co., the Glades Power & Light Co., the Clewiston Hotels Co., and the Glades Water Co. In 1937, when the United States Sugar Corporation of New York was dissolved, the United States Sugar Corporation received 3.4 percent of the 400,000 shares of common stock of the Clewiston Co., which was renamed the Clewiston Realty & Development Co. The rest of its stock was distributed as dividends among holders of corporation common stock.[37] The United States Sugar Corporation controls the Glades Land Corporation in which are vested liens and encumbrances on lands inherited from the Southern Sugar Co. As liens were foreclosed and clear titles secured to some of the lands, they were transferred to the United States Sugar Corporation. The corporation has declared its intention of acquiring the rest of the stock and of liquidating the Glades Land Corporation.[38]

At recent hearings held by the Senate Committee on Finance to consider amendments to the Sugar Act of 1937, Senator Claude Pepper of Florida said that the General Motors Corporation was one of the outstanding stockholders in the Sugar Corporation.[39] Available records show that several of the directors of the Sugar Corporation are General Motors stockholders and officers. The largest Sugar Corporation stockholder is Charles Stewart Mott, formerly vice president of General Motors, whose family controls some 68 percent of the Sugar Corporation's million and a half shares of common stock and is represented by three directorships on the board.[40] Mott himself was chairman of the board from the time of the company's inception until 1934, "when he resigned in view of financial transactions with the Corporation as to which he did not wish to act on both sides."[41] These transactions concerned the purchase of 100,000 shares of common stock at $3.75 a share, in June 1935, the cash thus obtained being used to reduce the corporation's indebtedness.[42] Since that time Mott has held the position of honorary chairman.

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[33] Stockbridge and Perry, op. cit., p. 128.

[34] Not only was the company liable for taxes on its land, but it had to drain whole areas for the sake of small arable sections contained within them. To have drained only the sections under cultivation would have been insufficient, since overflow from adjacent land might have clogged ditches and prevented their effective operation. The United States Sugar Corporation has solved this problem by a system of "blocking up" or consolidating its holdings so that its drainage works encompass large areas of cultivable land.

[35] Lloyd, op. cit., p. 9. It should be noted, too, that the United States experiment station did not distribute C. P. 807 (Canal Point), a mosaic and red-rot resistant variety of cane, until 1931.

[36] House Select Committee to Investigate the Interstate Migration of Destitute Citizens, Montgomery hearings (pt. 2), testimony of C. R. Bitting, Aug. 14, 1940, p. 504.

[37] "From time to time, the corporation advances funds to Realty & Development for the purpose of consummating designated purposes which accrue to the benefit of the corporation" (United States Sugar Corporation, Tenth Annual Report, p. 36).

[38] United States Sugar Corporation, Registration Statement 2–4847, filed with the Securities and Exchange Commission under the Securities Act of 1933, pp. 2–4; United States Sugar Corporation, Fourth Annual Report, June 30, 1935, p. 10; Tenth Annual Report, p. 36.

[39] Senate Committee on Finance, To Amend the Sugar Act of 1937, as amended, hearing * * * on H. R. 5988, revised, Statement of Senator Claude Pepper, December 9, 1941, p. 32.

[40] United States Sugar Corporation, registration statement filed with the Securities and Exchange Commission, p. 4.

[41] Ibid., p. 4.

The Bitting family owns 10 percent of the company's stock.[43] Clarence Bitting is president of the corporation and chairman of its executive committee. In addition to his returns as a stockholder, he receives a salary of $60,000 a year for his management services as head of Bitting, Inc.[44] William Bitting, associated with Clarence Bitting in the management organization, is also secretary of the Sugar Corporation.[45]

Apart from the holdings of the Bittings and the Motts,[46] the remaining 22 percent of common stock is parceled out among some 2,000 registered stockholders. On the basis of the aggregate numbers of stockholders and shares outstanding, the corporation, in its tenth annual report, 1941, states that the average ownership of common stock is 690 shares.[47]

The land policy pursued by the corporation has been keyed to the necessity of cultivating large areas of contiguous territory which could be served by the same drainage system. At the time it began operations in the Everglades, the corporation held 100,000 acres or more of varying value accumulated by its predecessor along the south and east shores of Lake Okeechobee.[48] In order to "block up" its holdings the corporation from time to time has exchanged lands less favorable in location or soil composition for smaller but more desirable areas situated within the boundaries of theoretical operating units.[49] Annual reports of the corporation for the past several years indicate a constantly increasing owned acreage. As of June 30, 1941, the corporation had 46,758 acres in fee, 2,189 acres under lease, and 83,192 acres under option. Lands under option are held by the Glades Land Corporation (whose relation to the Sugar Corporation has already been noted), subject to a 10-year option dating from June 1934, which provides that during the period specified, the Sugar Corporation may acquire any or all of the lands in the contract, at a price not greater than their actual carrying charges to the Glades Land Corporation.[50] At intervals, when foreclosure has threatened some of the potentially valuable lands of the Glades Corporation, the Sugar Corporation has paid taxes on these properties in order to save them for its own future use. The Sugar Corporation has recently ascertained that much of the land held under option is suitable for the raising of peanuts; its plan for diversification of products involves the release of such lands and the liquidation of the Glades Land Corporation.[51]

The United States Sugar Corporation conducts its enterprises within seven subdrainage districts—Pelican Lake, East Pahokee, South Florida, South Shore, Clewiston, Sugarland, and Disston Island. In the five districts for which information is available, the presidents—and in several instances the subordinate officers as well—are employees of the sugar company. R. Y. Patterson, the company's chief engineer in charge of construction, drainage, and transportation, is president of three of the subdistricts; [52] W. P. Jernigan, plantation overseer of the eastern division, and F. E. Bryant, superintendent of the eastern field division, are also officers of drainage districts. Sugarland drainage district and Clewiston drainage district are officered by the same staff, three out of the four being Sugar Corporation employees: the president of the two districts is F. Deane Duff, land agent for the company and vice president of the Clewiston Realty & Development Corporation; the secretary is R. Y. Patterson, who is also president of three other districts; a third officer is J. E. Beardsley, land agent for the company, and independent grower under cane contract to the Sugar Corporation. Beardsley is also a commissioner for the Everglades drainage district, the larger district comprising various subdrainage districts.[53] Reconstruction Finance Corporation loans to subdrainage districts in which the Sugar Corporation is interested total $1,247,636.[54]

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[42] Ibid., p. 39; United States Sugar Corporation, fourth annual report, p. 8.

[43] United States Sugar Corporation, registration statement filed with the Securities and Exchange Commission, p. 4.

[44] Ibid., p. 28.

[45] Ibid., p. 31.

[46] "As of September 10, 1941, there were no other holders of record of, and to the knowledge of the corporation, no other persons owning beneficially, as much as 2 percent of the outstanding shares of the corporation's common stock" (ibid., p. 4).

[47] United States Sugar Corporation, tenth annual report, p. 37.

[48] Moody's Industrial Securities, 1941.

[49] United States Sugar Corporation, tenth annual report, p. 15.

[50] Ibid., p. 15.

[51] Ibid., p. 26; United States Sugar Corporation, registration statement filed with the Securities and Exchange Commission, p. 2.

[52] Patterson was formerly connected with the Southern Sugar Co. (see board of trustees internal improvement fund, minutes, vol. 17, 1927–28, p. 353).

[53] Reconstruction Finance Corporation, information supplied to the committee, November 27, 1941, on drainage and water-control districts to which the Reconstruction Finance Corporation has authorized loans in the State of Florida; United States Sugar Corporation, tenth annual report, p. 4 (list of members of the executive staff).

Ever since its incorporation, the sugar company has had issue with bondholders of the Everglades drainage district over unpaid taxes on lands owned by the corporation within the drainage district. The company's standing contention was that rates of taxation were excessive. Unable to collect taxes on large areas within its boundaries, the district defaulted on its bonds from 1931 until a Reconstruction Finance Corporation loan in 1941 provided the basis for financial recovery. In 1940 a bondholders' protective committee, composed of persons owning most of the district's outstanding bonds, brought suit in the United States District Court at Miami against the Sugar Corporation and other landowners, and sought the foreclosure of liens of drainage district taxes and a receivership of the lands for their own benefit. This petition was denied and the denial upheld upon appeal. The 1941 session of the Florida Legislature opened the way for settlement of the dispute by reclassifying Everglades lands for tax purposes. The corporation's tenth annual report states:

"Maximum tax rates on most of the lands of the corporation remain at the high rates established by previous legislation, but very substantial reductions are made in the annual maximum tax rates prescribed with respect to lands other than those of the very highest quality." [55]

Lenient provision was made for clearing delinquent taxes by payment of an amount equal to either 1 or 2 years' taxes at revised rates, depending upon the length of delinquency. In August and September 1941 the corporation paid $168,478.53 in settlement of Everglades drainage district taxes on all lands owned and leased, and some lands held under option, up to and including 1940.[56] Prior to this payment, the Reconstruction Finance Corporation authorized a loan of $5,660,000 to the district, and the bondholders' protective committee settled its case.[57]

The corporation holds over 3,000 acres in the Sugarland drainage district, where the Clewiston sugar house is situated. It was noted that the district's officers are employees of the corporation. In June 1936, authorized by the board of directors, William H. Bixby, a corporation director whose family and business associates are large bondholders of Sugarland district, arranged for its refinancing through a rehabilitation and refunding loan of $192,000 from the Reconstruction Finance Corporation. One of the terms of the loan specified that the Sugar Corporation should unconditionally guarantee the principal and interest on the district's indebtedness, a stipulation which the corporation accepted "in view of the fact that 75 percent of the debt-service tax of such district is assessed against lands owned by or under option to the corporation." [58] As a part of the transaction, Bixby undertook to have all State, county, and subdrainage district taxes on corporation lands in the district satisfied and discharged, and to turn over to the corporation money received for bonds of the district then owned or thereafter acquired. For these negotiations Bixby received 880 shares of preferred and 17,500 shares of common stock of the corporation. During 1937 the corporation issued stock in connection with the tax settlement and refinancing of the Sugarland drainage district. The entire drainage transaction resulted for the corporation in net cash receipts of $87,996, and credit to capital surplus of $168,901.48.[59]

OPERATIONS OF UNITED STATES SUGAR CORPORATION

The United States Sugar Corporation accounts for more than 95 percent of Florida's total sugar production.[60] The output of sugarcane and raw sugar has increased steadily, and the percentage yield of sugar in the cane has improved, as is shown by these comparative statistics.[61]

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[54] Compiled from information supplied to the committee by the Reconstruction Finance Corporation.

[55] United States Sugar Corporation, tenth annual report, p. 23.

[56] Ibid., p. 23; United States Sugar Corporation, registration statement filed with the Securities and Exchange Commission, p. 33; Poor's Financial Records, 1941, Industrial Cumulative, p. 1658.

[57] United States Sugar Corporation, tenth annual report, pp. 23–24.

[58] United States Sugar Corporation, tenth annual report, pp. 21, 32; registration statement filed with the Securities and Exchange Commission, p. 21.

[59] United States Sugar Corporation, tenth annual report, p. 32; registration statement filed with the Securities and Exchange Commission, p. 39.

[60] Florida Department of Agriculture, Economic Problems in Agriculture (articles by the National Department of Agriculture), p. 3.

[61] Figures compiled from data in United States Sugar Corporation, Sugar and the Everglades, p. 50, and tenth annual report, p. 10. Figures listed under "Tons of Cane" include cane purchased from independent growers. For the past two seasons, per acre yield of cane has noticeably declined. This may be attributed to the fact that the company has been experimenting with new types of cane in order to lengthen the harvest and that their productivity is still not as high as that of the older longer-maturing varieties.

	Tons of cane	Tons of 96° raw sugar	Yield percent sugar in cane	Tons of cane per acre	Tons of 96° raw sugar per acre
Harvest:					
1931-32	292,228	23,913	8.11	22.53	1.83
1932-33	410,882	36,501	8.89	34.31	3.04
1933-34	452,797	40,184	8.91	34.90	3.05
1934-35	350,742	25,791	7.35	29.02	2.14
1935-36	451,369	39,268	8.72	35.55	3.09
1936-37	529,156	48,736	9.21	35.29	3.24
1937-38	582,834	53,246	9.13	35.02	3.09
1938-39	805,455	85,663	10.66	38.56	4.11
1939-40	663,232	65,101	9.32	37.90	3.72
1940-41	873,809	91,767	10.50	33.73	3.54

Unit costs per 100 pounds of 96° raw sugar, f. o. b. sugar-house, have declined from $2.82 in 1931–32 to $2.09 in 1940–41, while total net income for the 1940–41 season was $1,562,214.69, as compared with losses during the first two seasons of the company's existence.[62]

During the 1941 season some 30,000 acres or more were planted in cane.[63] This acreage is comprised in 11 plantations spread along some 50 miles of shore line, from a point north of Canal Point on the east around the south of Lake Okeechobee to Moore Haven on the west.[64] A description of the sugar company's operations involves both the production and processing of cane. The first step in bringing new acreage into cultivation is the clearing of the land and the plowing under of other plant life. Next, measures are taken to secure adequate drainage by means of field ditches connected with mole drains. After the drainage system has been installed, gyro-tilling with a rotary plow aerates the soil to prepare it for fertilization with minerals or chemicals.[65]

Furrows are then turned on 4-foot centers, and cuttings of the cane itself are planted closely so that they overlap, in order to prevent gappy fields.[66] It is not necessary to replant Florida cane after each cutting; as many as 12 crops—called rattoon crops—have been known to spring from 1 planting, although experience has demonstrated the advisability of replanting about once in 4 years.[67]

Harvesting is done by hand labor. The men cut the cane close to the ground (for the bottom of the cane is most mature and has the largest amount of sugar), strip its top and leaves, and chop the stalks into 4-foot lengths. While some of the members of the work crew are engaged in cutting, others load the cane into wagons or baskets, which are hauled by tractor to a loading hoist. There the cane is weighed as it is transferred to railroad cars for transportation to the sugar house at Clewiston.[68]

At the sugar house, the cane is dumped from the railroad cars into a pit, whence it is moved to slashing knives and then to crusher rolls, which press out about 60 percent of the juice. The remaining fiber is pushed through sets of rollers called a tandem, which extract the rest of the juice. The fiber or bagasse is then removed for use as fuel. The juice itself is limed to correct alkalinity, boiled and clarified, and freed of excess water. By this time it has become a heavy sirup, which is passed to the vacuum pans and there boiled again to crystals or grains. The final stage is accomplished by means of centrifugals, which purify the grains of molasses by a spinning-off process, the molasses being sold as a separate product. The raw sugar is then ready to be bagged, weighed, stored or loaded into boxcars for the refinery.[69]

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[62] United States Sugar Corporation, Tenth Annual Report, pp. 12, 43.

[63] Principal variety grown in P. O. J. (Proefstation Oost Java) 2725, a frost-resistant plant which deteriorates very slowly even after freezing (B. A. Bourne, Effects of Freezing Temperatures on Sugarcane in the Florida Everglades, University of Florida Agricultural Experiment Station Bulletin No. 278, May 1935, pp. 11–12).

[64] House Select Committee to Investigate Interstate Migration, Montgomery hearings (pt. 2), testimony of C. R. Bitting, Aug. 14, 1940, p. 505; U. S. Sugar Corporation, Tenth Annual Report, p. 35.

[65] United States Sugar Corporation, Sugar and the Everglades, pp. 23–24.

[66] Short gaps allow weeds to grow and may reduce the yield very considerably; large gaps are said to be ruinous (E. W. Brandes et al., Sugar Cane for Sirup Production, U. S. Department of Agriculture Circular No. 284, October 1933, p. 22).

[67] United States Sugar Corporation, Sugar and the Everglades, pp. 24–26.

[68] Ibid., p. 26.

[69] Ibid., pp. 30–33. Sugar is refined by the Savannah Sugar Refining Corporation, whose vice president, T. Oxnard, is a director of United States Sugar Corporation. This refinery is paid by the United States Sugar Corporation for its refining operations, and is under contract to dispose of the finished product for the Sugar Corporation (see registration statement filed with the Securities and Exchange Commission, p. 34).

In addition to its plantation and sugar-house operations, the company maintains machine shops at Clewiston and Canal Point, and "service stations" on each plantation. These shops have charge of the repair and conditioning of agricultural machinery, rolling stock, trucks, and tractors.[70]

THE UNITED STATES SUGAR CORPORATION AND THE INDEPENDENT GROWERS

Of the cane processed at Clewiston sugar house, about 90 percent, termed "administration cane," is grown by the Sugar Corporation. The remainder is purchased from some 28 independent growers under a contract whereby the price paid, which fluctuates around $3 a ton, is determined by the sucrose content of the cane and the current market price for raw sugar.[71] A "cooperative participation supplement" to the contract entitles the growers to a share in the profits of the sugar house.[72] The Sugar Corporation has pointed out that independent growers, without having to invest large amounts of capital, enjoy the benefits of the company's experience with improved methods of cultivation and varieties of cane.[73]

The independent growers have supported the Sugar Corporation on local issues and national legislative proposals. In their capacity as producers of vegetables or stock feed, the growers have testified at several fair wage hearings of the Department of Agriculture that higher wage rates paid by the sugar company would cause them to lose their workers to the company or compel them to pay wages so high that they could no longer farm profitably.[74]

In behalf of the independent growers and other Glades truck farmers, Mr. Bitting has repeatedly urged Congress to lift the quota on mainland cane sugar, thereby permitting the farmers to diversify their crops and grow cane which they could sell to the corporation.[75]

"The right to produce cane sugar will give the independent, individual farmers of the Everglades, now limited to the production of winter vegetables in competition with peonage production in foreign countries, an opportunity to diversify their production and at the same time obtain an assured cash crop." [76]

In 1938 some hundred farmers in the Belle Glade-Pahokee area formed the Florida Cooperative Sugar Association. They pledged over 12,000 acres to the production of sugarcane, and they took steps to finance the construction of a sugar house.[77] Testifying on the desirability of removing quota restrictions before the House Committee on Agriculture in April 1940, Mr. Bitting referred to the potentially unused 150,000-ton annual capacity of the projected cooperative sugar house.[78] Josiah Ferris, Jr., director and vice president of the cooperative association, is a director and assistant secretary of the United States Sugar Corporation. His testimony before the Senate Committee on Finance in October 1940 was a duplicate of Mr. Bitting's testimony before the House Committee on Agriculture earlier in the year.[79] The cooperative's plans for a sugar house were not realized at that time. A similar scheme was revived in the spring of 1942.

OTHER CROPS PRODUCED BY THE UNITED STATES SUGAR CORPORATION

Following the precedent established by earlier sugar companies, the United States Sugar Corporation has interested itself in the growing of other crops on land not suited to sugarcane. Seeds tested and developed in its research laboratories are planted experimentally on small plots to determine their adaptability to Everglades soil and climate. Some of the company's first endeavors were concerned with lemon-grass, of which it cultivates 800 acres, producing "one-third of the Nation's normal needs" of this commodity. The grass supplies a valuable oil; after the oil has been extracted, "spent grass" is combined with blackstrap molasses, a by product of cane-processing, to produce stock feed.

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[70] United States Sugar Corporation, Sugar and the Everglades, p. 33.

[71] United States Sugar Corporation, Tenth Annual Report, pp. 12, 13, 34. During the 1940-41 season, the Sugar Corporation purchased 83,281 tons of the total 873,809 tons ground.

[72] United States Sugar Corporation, Sugar and the Everglades, p. 29.

[73] Ibid., p. 29.

[74] U. S. Department of Agriculture, A. A. A., fair wage hearing held at Moore Haven, Aug. 9, 1938 pp. 650-652; fair wage hearing held at Clewiston, Dec. 4, 1937, p. 71; fair wage hearing held at Clewiston, June 20, 1941, pp. 52-55.

[75] House Committee on Agriculture, Hearing on Bills Relating to Sugar Legislation (Serial J), testimony of C. Bitting, Apr. 11, 1940, p. 70; U. S. Sugar Corporation, Tenth Annual Report, p. 35; fair wage hearing held at Clewiston. December 4, 1937, testimony of C. Bitting, p. 5.

[76] United States Sugar Corporation, Sugar and the Everglades, p. 7.

[77] Ibid., p. 7.

[78] House Committee on Agriculture, Hearing on Bills Relating to Sugar Legislation (Serial J), statement of Clarence R. Bitting, Apr. 11, 1940, p. 70.

[79] Senate Committee on Finance, Extension of Sugar Act of 1937, Hearings * * *, testimony of Josiah Ferris, Jr., Oct. 3, 1940, p. 118. Cf. with citation in footnote 78 above.

Referring to these operations, Mr. Bitting stated that they had been undertaken "for the primary purpose of creating additional employment during slack season; nevertheless, we expect to make a profit." [80]

More recently, "because of the world-wide conditions * * * and to participate in endeavors to cushion post-war effects upon our economic system, the corporation has, in cooperation with Department of Agriculture, advanced its plans for diversification and expansion." [81] Some of the Everglades lands have been found suitable for peanut culture; the company has considered raising this crop and erecting a small plant for the extraction of peanut oil. It has been discovered also that sweetpotatoes can be grown successfully in the Glades and that their culture in fallow cane lands helps destroy insect pests which are noxious to the cane. A proposal for a sweetpotato starch factory to produce 40,000 pounds of starch a year, and the peanut oil project have been laid aside for the present because of difficulties in getting boilers and machinery.[82]

A more ambitious proposal for the utilization of sweetpotato and peanut crops was recently put forth with the hope that the manufacture of a crucial war material might enable the Corporation to secure priorities on essential machinery. In conjunction with the United States Department of Agriculture, the corporation has been experimenting for several years with the manufacture of butadiene, basic to the production of synthetic rubber, from sweetpotatoes and peanuts. The end product would not be suitable for automobile tires, but it is said to be satisfactory for water- and oil-proofing materials such as raincoats. The project as outlined by Mr. Bitting entails an investment of $75,000,000; $50,000,000 would be contributed by the Federal Government through the Defense Plant Corporation for construction of processing plants and warehouses. According to Mr. Bitting's estimate, the sugar company's investment of $25,000,000 would comprise the company's machinery, 50,000 acres of corporation land now unused, and 50,000 acres of land contributed by independent Florida farmers. Practically all of this land would be devoted to the raising of sweetpotatoes and peanuts. A new corporation, subsidiary of the Sugar Corporation, would be set up to produce the rubber, and the independent farmers would sell their crops to this corporation on much the same terms as they now sell cane to the sugar company. The sugar company would lease to the new corporation 4,000 acres for plant sites at $1 a year. The company has offered to run these plants without profit for the war's duration. The program, the company has said, would give year-round employment to "probably 7,500 heads of families, and, through transfer of presently cultivated lands to such staple crops, should tend to decrease the seasonal movement of field labor." [83]

Employment Policy of United States Sugar Corporation

The United States Sugar Corporation has employed a labor force of 2,500 for year-round activities, with double that number for the harvesting season.[84] In previous years, little difficulty was experienced in securing the needed workers. The company estimated that 85 percent of its seasonal laborers were past employees, who returned when notified by post card or by a personal visit that the corporation was hiring men for harvesting.[85] It was the practice each season shortly before the beginning of the harvest to calculate the number of workers required, and to allocate the number among the several areas from which the migrants were generally drawn. The personnel director or his assistant toured these localities, found out how many men were available and informed the group leader how many would be taken from the particular district. The men usually arranged for their own transportation, though sometimes the grower for whom a number of men were working provided a truck, and at times the corporation advanced transportation to men who had been their employees in previous years.[86]

Many of the Sugar Corporation harvest workers are cotton sharecroppers and laborers from northern Florida and nearby States who go to the Everglades during the cotton slack.[87] Toward the end of the sugar harvest some are eager to return to the cotton fields, and the sugar company has occasionally experienced difficulty in persuading the workers to stay until the season closed.[88] At one time, bonus payments for good attendance were increased during the months of March and April.[89]

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[80] House Select Committee to Investigate Interstate Migration. Montgomery hearings (pt. 2), testimony of Clarence R. Bitting, August 14, 1940, p. 508; statement of Clarence R. Bitting, this volume, p. 12857.

[81] United States Sugar Corporation, Tenth Annual Report, p. 25.

[82] Statement of Clarence R. Bitting, this volume, p. 12858.

[83] Miami Daily News, April 22, 1942; Subcommittee of the Senate Committee on Agriculture and Forestry, Investigation of Industrial Alcohol and Synthetic Rubber, hearings on S. R. 224, May 28, 1942, testimony of C. Bitting (to be published); statement of Clarence R. Bitting, this volume, p. 12858.

[84] House Select Committee to Investigate Interstate Migration, Montgomery hearings (pt. 2), testimony of Clarence Bitting, August 14, 1940, p. 512.

[85] Ibid., p. 506.

[86] Ibid., pp. 506-507; U. S. Department of Agriculture, A. A. A., fair wage hearing held at Clewiston, June 28, 1939, testimony of Clarence Bitting, p. 15.

The Sugar Corporation's recruiting methods have in the past caused a greater influx into the Glades than was warranted by the available employment. This recurrent oversupply permitted the company to choose the most satisfactory workers. Cane cutting is arduous and demands men in excellent physical condition. Medical examination is given at the plantations; rejected applicants are sent back to their point of origin. A preliminary period during harvesting affords the company another chance to weed out and dismiss the less-efficient workers. Mr. Jay Moran, vice president of the corporation, told Department of Agriculture representatives at a hearing to determine fair wages for sugarcane workers:

"We have in the early part of the harvest a comparatively higher turn-over than we would have at any other time throughout the year, either during the growing season or during the harvesting season. We have had, I might say, an abundant supply of labor, and from the commencement of the harvest until we get into full swing, why, there is more or less of a leveling out and shaking down of those who are less efficient and capable and less adapted to the work." [90]

A year later Mr. Moran testified that no labor shortage was anticipated;[91] during the next harvest, however, high labor turn-over affected the company's labor force even at the height of the season.

"For reasons affecting our entire national economy and the Nation's labor supply, our turn-over has increased and we have not experienced the free inward flow of labor which was always available in the past; although our labor supply might be termed 'tight' during the past season, we were not short of labor at any time excepting for the usual few days after the monthly pay day.

"The principal factors causing a disappearance of a labor surplus in the Everglades are the same factors which have resulted in similar conditions throughout the country and include the transfer to the armed forces of many permanent employees as well as seasonal employees; the increasing tightness of labor supply in the home areas of the seasonal employees caused by the same factors as affected the permanent employees in the Everglades; and the lure of the big city and war-industry plant on all country-bred people, but more particularly the 'floater type' which creates much of the surplus supply in normal times.

"It is reasonable to expect that the factors which caused a tightening of the labor supply during the past harvest season will be even more pronounced during the forthcoming harvest and for this reason we are, to the extent materials are available, putting into operating condition the harvesting machines which we laid aside during the years that unemployment was prevalent throughout the country. The number of machines we will be able to place in operating condition is restricted by the existing demand for metals, motors, and machinery, and it is therefore doubtful if as much as, and certainly not more, than 10 percent of the field force can be replaced by machinery during the forthcoming harvest. Should conditions become more aggravated in the future it may become necessary to appeal for governmental priorities in connection with the fabrication of more machines to replace a constantly diminishing labor supply." [92]

It is reported that workers were attracted away from sugarcane to vegetable harvesting by higher wages. The manager of the Palm Beach office of the Florida Employment Service indicated to committee investigators that the sugar company was handicapped during the 1941–42 harvest by the competitive labor demand of vegetable growers.

"Mr. TIPTON. Can you tell us what success you had in getting your orders [for cane cutters] filled on the other end, that is, in other States?

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[87] U. S. Department of Agriculture, A. A. A., Sugar Division, Agricultural Labor in the Sugar Industry, testimony presented before the Senate Committee on Education and Labor by Otis E. Mulliken, Chief, Labor Section, May 20, 1940, p. 20; House Select Committee to Investigate Interstate Migration, Montgomery hearings (pt. 2), testimony of Clarence Bitting, August 14, 1940, p. 506; statement by Clarence R. Bitting, this volume, p. 12858.

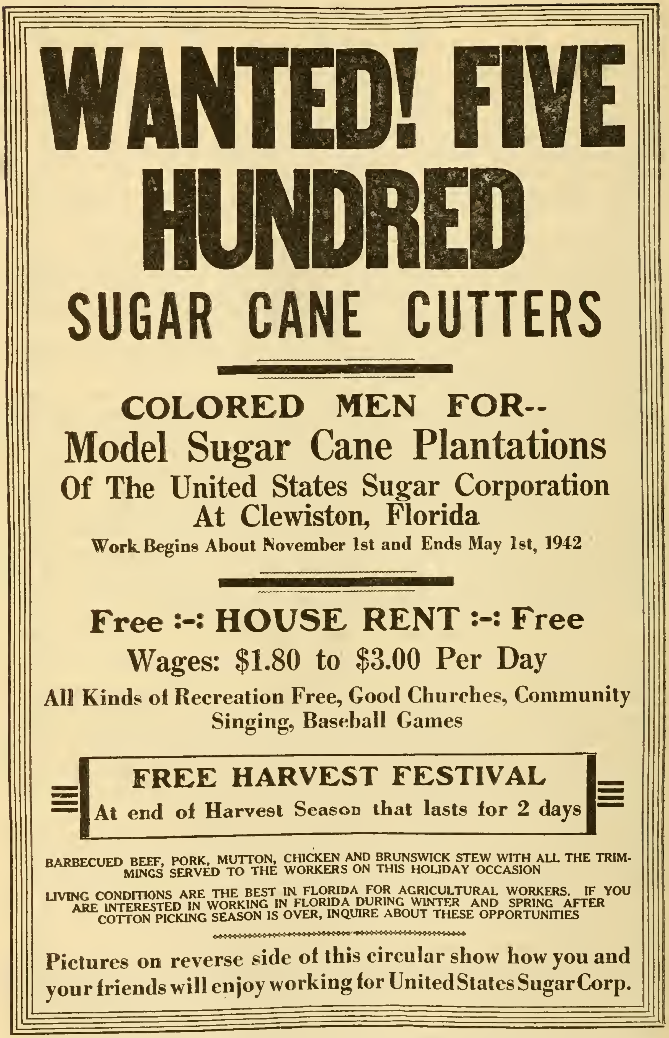
[88] U. S. Department of Agriculture, A. A. A., fair wage hearing held at Clewiston, December 4, 1937, testimony of C. Bitting, p. 20.

[89] Ibid., Memorandum on Field Wages.

[90] U. S. Department of Agriculture, A. A. A., fair wage hearing held at Clewiston, August 6, 1940, testimony of Jay Moran, p. 121.

[91] U. S. Department of Agriculture, A. A. A., fair wage hearing held at Clewiston, June 20, 1941, p. 38.

[92] Statement by Clarence R. Bitting, this volume, p. 12857.



WANTED! FIVE HUNDRED

SUGAR CANE CUTTERS

COLORED MEN FOR--

Model Sugar Cane Plantations

Of The United States Sugar Corporation

At Clewiston, Florida

Work Begins About November 1st and Ends May 1st, 1942

Free :-: HOUSE RENT :-: Free

Wages: $1.80 to $3.00 Per Day

All Kinds of Recreation Free, Good Churches, Community Singing, Baseball Games

FREE HARVEST FESTIVAL

At end of Harvest Season that lasts for 2 days

BARBECUED BEEF, PORK, MUTTON, CHICKEN AND BRUNSWICK STEW WITH ALL THE TRIMMINGS SERVED TO THE WORKERS ON THIS HOLIDAY OCCASION

LIVING CONDITIONS ARE THE BEST IN FLORIDA FOR AGRICULTURAL WORKERS. IF YOU ARE INTERESTED IN WORKING IN FLORIDA DURING WINTER AND SPRING AFTER COTTON PICKING SEASON IS OVER, INQUIRE ABOUT THESE OPPORTUNITIES

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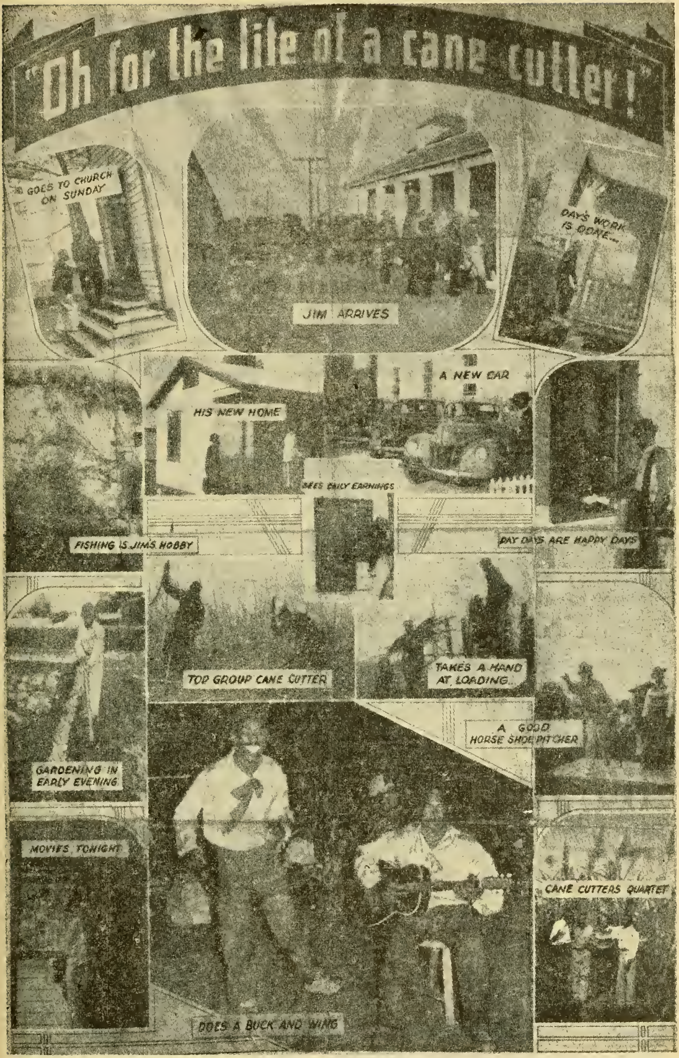
Pictures on reverse side of this circular show how you and your friends will enjoy working for United States Sugar Corp.

On this and the next page are reproduced the front and back of a large circular issued in 1941.


"Oh for the life of a cane cutter!"
GOES TO CHURCH ON SUNDAY
JIM ARRIVES
DAY'S WORK IS DONE...
HIS NEW HOME
A NEW CAR
SEES DAILY EARNINGS
FISHING IS JIM'S HOBBY
PAY DAYS ARE HAPPY DAYS
TOP GROUP CANE CUTTER
TAKES A HAND AT LOADING
A GOOD HORSE SHOE PITCHER
GARDENING IN EARLY EVENING
MOVIES TONIGHT
CANE CUTTERS QUARTET
DOES A BUCK AND WING

"Mr. French. We never got enough—about 1,000 short of what they wanted. The sugar company has been 1,000 short all year. As a matter of fact, enough were brought in, as far as that goes, but after the sugar company has brought them in, the bean growers get them.

"Mr. Tipton. Why?

"Mr. French. In the first place, sugarcane cutting is what the Negro calls 'powerful regular work.' In other words, they work all day and they work every day. They don't have to work every day—there is nothing to make them. The crews work every day, but the individuals don't have to. Some of them work and some don't, but as soon as they have been down here for a while they meet some of these other Negroes who tell them how much easier it is to pick beans 4 or 5 hours a day and only work 2 or 3 days a week and make all they want to. That's the nature of the migrant Negro laborer down here. He wants to make just so much and very few of them are interested in working continuously.

"Mr. Tipton. With bean prices as they have been this season, he can make as much as he wants with less work?

"Mr. French. At times they were paying very high wages. They got up as high as 50 cents a hamper when there was a big crop and a high market."[93]

The company has experienced a similar situation several times in the past, when labor was lost to other occupations in the area which offered higher earnings.[94]

For the past two season the United States Sugar Corporation has sought the help of the Employment Service in recruiting its labor. Out-of-State clearances for the 1941-42 season suggest a widening area of recruitment.[95]

Number of placements on out-of-State clearance orders

Alabama	203	South Carolina	209
Arkansas	42	Tennessee	450
Georgia	133		
Mississippi	388	Total	1, 537
Missouri	112		

The company also distributed handbills making a bid for the services of Negro cotton workers during the slack season. To those who would take jobs as cane cutters were offered free houses, wages of $1.50 to $3 per day, recreational and educational facilities, etc.[96] Most of these workers are hauled to the plantations in trucks after being signed in at the offices of the Employment Service. A local official of the Service described the recruiting operations as follows:

"Mr. French. Our clearance order goes out to the other States. On this clearance order we list the different drivers in the different States and localities of the States, and ask that our United States Employment Service offices notify these drivers when they have a sufficient number to transport down here. Then the driver may run across, and I expect always does run across, others that our offices have not contacted. He takes them in to the Employment Service also and they register too. So we get his individual efforts plus the Employment Service's efforts. Also Mr. Von Mach, the company's personnel manager, contacts the employment offices, and he goes with the Employment Office representative, or he goes alone. He has a great many sources of labor because he has been doing this a great many years—knows the individuals in the States, so it's really a combination of effort."[97]

Mr. Bitting stated that the corporation had found the Federal Employment and Farm Placement services to be of very real assistance in connection with recruitment of labor by company personnel officers, and added that the corporation expected to meet its needs for the next harvest through the cooperation of these agencies.[98]

Apart from the supervisory personnel, such as foremen and timekeepers, and some skilled mechanics, nearly all the employees of the Sugar Corporation are

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[93] Testimony of Allison T. French, this volume, pp. 12714-12715. Compare with Mr. Bitting's statement in August 1940 that "we have a happy, healthy, contented labor force with a turn-over that would make many able industrialists green with envy" (House Select Committee to Investigate Interstate Migration, Montgomery hearings (pt. 2), p. 505).

[94] U. S. Department of Agriculture, A. A. A., fair wage hearing held at Clewiston, December 4, 1937 testimony of C. Bitting, p. 21, testimony of William C. Prewitt, plantation supervisor, p. 31.

[95] Testimony of Allison T. French, this volume, p. 12715.

[96] See reproduction of handbill, this volume, p. 12966.

[97] Testimony of Allison T. French, this volume, p. 12715.

[98] Statement of Clarence R. Bitting, this volume, p. 12858.

Negro males.[99] Women have been used for the lighter cultivation work, and are now being used more extensively in such operations.[100]

WAGE POLICY OF UNITED STATES SUGAR CORPORATION

According to testimony given by Mr. Bitting, at the time the United States Sugar Corporation was organized the length of the harvest season was 3 months, and it required a working force more than three times that employed during the rest of the year. The harvest season, he added, has since been almost doubled, giving longer seasonal employment and requiring a greater number of workers for other operations during the balance of the year. The 1941–42 harvest lasted 182 days, "the longest ever recorded in the Everglades."[1] Mr. Bitting stated that more than half the peak labor requirement was resident on the property throughout the year.[2] Resident laborers are used during the nonharvest season in cultivation, or in maintenance of ditches, roads, and other facilities.[3]

The Corporation has stated that nonsugar enterprises have been undertaken primarily to de-seasonalize operations and to give year-round employment to more persons.[4] In June 1941 Jay Moran, the firm's vice president, testified before representatives of the Department of Agriculture that nonsugar operations had "not yet furnished a very large aggregate amount of employment." [5]

In its publications and in testimony before congressional committees, the United States Sugar Corporation has repeatedly declared its adherence to a policy of high wages and efficient operation, insuring the maintenance of a "satisfied, healthy, and happy" field organization. It holds the wages and labor standards of Florida cane sugar producers to be the highest of any cane sugar producers supplying the American market.[6] The Sugar Corporation has been paying substantially the minimum wage rates set by the Secretary of Agriculture for employees of producers participating in the national sugar program. At hearings held by the Department of Agriculture to determine such rates, the corporation has regularly protested that the wage scales are too high. M. E. Von Mach, personnel manager of the United States Sugar Corporation and a former employee of General Motors, in 1937 opposed an increase in wage rates on this ground:

"I would say that if we were to pay 1 cent more to these men it would be disastrous to the laborers. Now, that sounds funny coming from me, being a northerner and used to high wages and good living conditions; but, if you were to give the 'nigger' more money than he gets now he would leave 2 months sooner because he has too much money to spend." [7]

In August 1938 Mr. Bitting successfully opposed raising previous wage levels:

"It is our firm conviction that the base rates heretofore established by the sugar company should not be changed in any way. We desire to again record our protest on the rates heretofore established for the now current growing season." [8]

And in June 1941, Jay Moran, corporation vice president, told Otis Mulliken, representing the Secretary of Agriculture at a fair wage hearing, that the corporation did not intend to raise wage rates, inasmuch as existing rates were high enough to attract an adequate labor supply.

"Q. The corporation does not contemplate any change in the existing rates?—A. No, sir; we don't contemplate any change.

"Q. And that absence of contemplation of any change exists despite the rise in general agricultural wages in Florida? And throughout the country, and despite the somewhat improved prices, a somewhat improved price and profit situation in the sugar industry?—A. What the price and profit situation will be in the industry for the coming crop is something which I certainly am not able to present. We have had a wage level, which has produced, during the harvest season, particularly, a very high individual daily return to the worker, and comparatively so with other areas, and we furnish very valuable perquisites to these men, and the cost of furnishing those perquisites have increased * * * and by reason of our voluntary extension of such perquisites, and we have been able to secure, without exception, a supply of labor for our operations here, and we have every reason to be convinced and believe that their average earnings were far above the earnings they received before coming with us, that is shown by their eagerness to seek employment with us, that must be largely attributed to their earnings." [9]

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[99] House Select Committee to Investigate Interstate Migration, Montgomery hearings (pt. 2), testimony of Clarence Bitting, August 14, 1940, p. 508.

[100] U. S. Department of Agriculture, Fair Wage hearing, held at Clewiston, December 4, 1937, testimony of C. Bitting, p. 21; also Fair Wage hearing held at Clewiston, June 20, 1941, testimony of W. C. Prewitt, Jay Moran, pp. 25–26.

[1] Statement of Clarence R. Bitting, this volume, p. 12857.

[2] House Select Committee to Investigate Interstate Migration, Montgomery hearings (pt. 2), testimony of Clarence Bitting, August 14, 1940, p. 505.

[3] United States Sugar Corporation, Sugar and the Everglades, p. 9.

[4] See this report, p. 12964.

[5] U. S. Department of Agriculture, A. A. A., Fair Wage hearing held at Clewiston, June 20, 1941, p. 41.

[6] United States Sugar Corporation, Sugar and the Everglades, p. 29; House Committee on Agriculture, Hearing on Bills Relating to Sugar Legislation (serial J), statement of Clarence R. Bitting, Apr. 11, 1940, p. 71; Select Committee to Investigate Interstate Migration, Montgomery hearings (pt. 2), testimony of Clarence Bitting, Aug. 14, 1940, p. 504; statement of Clarence R. Bitting, this volume, p. 12857.

[7] U. S. Department of Agriculture, A. A. A., fair wage hearing held at Clewiston, Dec. 4, 1937, p. 76.

[8] U. S.Department of Agriculture, A. A. A., fair wage hearing held at Moore Haven, Aug. 9, 1938, p. 549.

Latest production and cultivation rates set by the Secretary of Agriculture are as follows: for tractor drivers, not less than $2.25 per 9-hour day, or 25 cents an hour; for all other adult males, not less than $2 for a 9-hour day, or 22.5 cents per hour; for adult females, not less than $1.65 for a 9-hour day, or 18.5 cents an hour; for children 14 to 16 years, not less than $1.50 for a maximum 8-hour day, or 19 cents per hour.[10]

The Sugar Corporation has no set of regulations strictly defining the workday and settling such questions as to whether hours are reckoned from the time the worker leaves his home, or the time he arrives in the fields, which may be some distance away. Practice varies from plantation to plantation, thereby rendering difficult any form of wage-hour control.[11]

Cane cutting is paid on a piece-work basis. Before October 1, 1941, rates for cane cutting, which includes loading, were as follows: For green sugarcane small barrel, medium barrel, and large barrel, $1.19, $0.97 and $0.81 per ton; for burnt sugarcane, small, medium, and large rates were $0.97, $0.81, and $0.65 a ton. Minima were prescribed also for other harvesting operations: for example, tractor and truck drivers and operators of mechanical loading equipment were to get $1.85 for a 9-hour day, or $0.21 per hour; hoist operators, $1.60 per 9-hour day, or $0.18 per hour; for miscellaneous operations, adult males were to receive not less than $1.25 per 9-hour day, or $0.14 per hour, adult females, $1 per 9-hour day, or $0.11 per hour.[12] These are the rates which the Sugar Corporation paid, according to its own testimony.[13] On the basis of this schedule, average earnings per day for cane cutters during the 1940–41 harvest season were $2.26.[14]

In October 1941 the Secretary of Agriculture raised the rates for harvesting operations. Applicable to the sugar company's operations, these rates are in effect: For small, medium, and large barrel green cane, $1.31, $1.06, and $0.89; for burnt cane, $1.06, $0.89, and $0.72—a graduated increase which is greatest for small, green cane, a variety which is the most difficult to cut, and of which the laborer can cut the least amount per hour or day. Other harvest workers besides cutters received small increases averaging about $0.02 an hour.[15]

It has been calculated that the average earnings of a worker employed during the whole harvesting season would be about $300, and that resident labor employed during the growing season as well would earn $480.[16] In more recent seasons the lengthening of the harvest and the 1941 raise in wage rates may have tended to increase the workers' aggregate earnings. It has been stated by the corporation that while average harvest earnings are about $2.20 a day, a good employee can earn more than $3 or $3.50.[17] On occasion a still higher estimate has been given by corporation officials. Mr. Bitting told the House Committee on Agriculture in 1940:

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[9] U. S. Department of Agriculture, A. A. A., fair wage hearing held at Clewiston, June 20, 1941, p. 37.

[10] United States Department of Agriculture, Sugar Determination No. 124, February 16, 1942.

[11] See, for example, United States Department of Agriculture, A. A. A., Fair Wage Hearing held at Clewiston, December 4, 1937, testimony of Jay Moran, p. 38; Fair Wage Hearing held at Moore Haven, August 9. 1938, testimony of C. Bitting, pp. 625–626, testimony of M. E. Von Mach, pp. 594–599; Fair Wage Hearing held at Clewiston, June 20, 1941, testimony of Jay Moran, pp. 31–33.

[12] United States Department of Agriculture, S. D. No. 21 (March 30, 1938), No. 47 (October 15, 1938), No. 47 Rev. (February 16, 1939), No. 73 (October 6, 1939), No. 93 (October 22, 1940).

[13] United States Department of Agriculture, A. A. A., Fair Wage Hearing held at Clewiston, August 6, 1940, Everglades Exhibit I, Current Wage Rates September 1939–June 30, 1940; Fair Wage Hearing held at Clewiston, June 20, 1941, Exhibit I.

[14] Ibid., testimony of Jay Moran, p. 20. Earnings in other seasons have not varied greatly from this figure: see Fair Wage Hearing, Moore Haven, August 9, 1938, testimony of C. Bitting, p. 548, and Mulliken, op. cit., p. 20.

[15] U. S. Department of Agriculture, S. D. No. 116, October 1, 1941.

[16] Mulliken, op. cit., p. 20; U. S. Department of Agriculture, A. A. A., Fair Wage Hearing held at Clewiston, December 4, 1937, testimony of Wm. Prewitt, p. 32. From these figures should be deducted transportation, cost of a blanket (not provided by the company), food, and the cost of the machete or cane knife, which the company insists the cutter himself, must provide to prevent the knives being left out in the fields overnight (ibid., testimony of C. Bitting, p. 87).

[17] United States Sugar Corporation, Sugar and the Everglades, p. 29; House Select Committee to Investigate Interstate Migration, Montgomery Hearings (pt. 2), testimony of Clarence Bitting, August 14, 1940, p. 508.

"A man working in the sugar plantations in the Everglades of Florida not only can make, but has made over $4 a day; not just one man, but lots of them."[18]

Cutters are paid as a gang, the earnings then being divided up among the gang's members. A cutter therefore has an interest not only in his own output but in the output of other members of the crew, who number 25 to 30 men. Competition among the several gangs further tends to keep productivity high. Gangs are rated in order of their efficiency, the gang with the best rating being No. 1. If the more skillful members of a gang observe that 1 or 2 are laggards, they will have them demoted to a less efficient gang. The company has admitted that the process in reverse works less smoothly, and a good worker in a poor gang is not likely to be shoved up by his mates; he must wait for chance notice by an overseer or other good workers in order to get a promotion.[19] The less efficient worker is doubly disadvantaged. In addition to his own low output, the low—perhaps even lower—output of his crew mates is reflected in his decreased earnings. It has been observed that cutters' individual earnings increase as the harvesting season progresses. The corporation attributes this to the fact that the men have become accustomed to their tasks and perform them with greater skill.[20] It may be true, also, that earnings are greater because shared among fewer persons, the gangs having become smaller through dismissal of the less efficient, less necessary workers.

The company does not pay time and a half for overtime, even when the workday is as long as 12 hours, and the turn-out bonus for attendance has been discontinued.[21] An employee formerly was permitted to draw from his earned wages $2 on Mondays and Wednesdays, and $3 on Fridays; additional withdrawals, not in excess of the workers' earnings, could be made on written order of the plantation overseer. On the first Saturday of each month, final cash settlement was made for the month's earnings.[22] This procedure has since been modified and cash advances may now be made only twice weekly—Tuesday and Saturday.[23]

HOUSING AND OTHER FACILITIES PROVIDED BY THE CORPORATION

The United States Sugar Corporation has advertised the decent, sanitary, up-to-date housing which it provides for its working force, as well as the medical, recreational, educational, and religious facilities placed at their disposal. Sugar-company employees are colonized in 11 plantation villages which do not form a contiguous territory but are themselves self-contained units. This, Mr. Bitting has stated, keeps the men "handier to their work."[24] Officers of the corporation have testified at wage determination hearings and on other occasions that provision of sanitary, rent-free cottages is one of the "valuable perquisites" supplied by the corporation.[25] All field laborers are said to be housed on the plantation, though some of the workers in the Clewiston sugar house live in company houses in what is known as Harlem—a Negro subdivision in Clewiston.[26] In the summer of 1941, vice president Moran testified:

"Homes are provided the family employees rent free, as are likewise housing accommodations for single employees."[27] The handbill distributed by the company to secure laborers for its 1941–42 season also advertised "free house rent."[28]

A cane cutter testified before the committee in April 1942, that many of the sugar company's employees lived in privately owned quarters in Belle Glade,

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[18] House Committee on Agriculture, Hearing on Bills Relating to Sugar Legislation (serial J), testimony of Clarence Bitting, April 11, 1940, p. 80.

[19] U. S. Department of Agriculture, A. A. A., Fair Wage Hearing held at Moore Haven, August 9, 1938, testimony of C. Bitting, p. 581.

[20] U. S. Department of Agriculture, A. A. A., Fair Wage Hearing held at Clewiston, August 6, 1940, testimony of Jay Moran, p. 129.

[21] U. S. Department of Agriculture, Agricultural Adjustment Administration, Fair Wage Hearing held at Clewiston June 20, 1941, testimony of Jay Moran, pp. 31, 34.

[22] House Select Committee to Investigate Interstate Migration, Montgomery Hearings (pt. 2), testimony of C. Bitting, p. 508.

[23] U. S. Department of Agriculture, Agricultural Adjustment Administration, Fair Wage Hearing held at Clewiston, August 6, 1940, testimony of Jay Moran, p. 125.

[24] United States Sugar Corporation, Tenth Annual Report, p. 35; House Select Committee to Investigate Interstate migration. Montgomery Hearings (pt. 2), testimony of Clarence Bitting, August 14, 1940, p. 513.

[25] Ibid., p. 507; United States Sugar Corporation, Sugar and the Everglades, p. 8; U. S. Department of Agriculture, Agricultural Adjustment Administration, Fair Wage Hearing, Clewiston, December 4, 1937, testimony of C. Bitting, p. 8; Fair Wage Hearing, Clewiston, June 20, 1941, testimony of Jay Moran, p. 18.

[26] U. S. Department of Agriculture, Agricultural Adjustment Administration, Fair Wage Hearing, Moore Haven, August 9, 1938, testimony of C. Bitting, pp. 559–560.

[27] U. S. Department of Agriculture, Agricultural Adjustment Administration, Fair Wage Hearing Clewiston, June 20, 1941, p. 18.

[28] See this report, p. 12966.

South Bay, and Miami Locks, paying $1 or $2 a week for a room. He said that the company had houses available but that workers preferred to live off the plantation.[29] Mr. Paul Vander Schouw, supervisor of Farm Security Administration migratory labor camps, told committee investigators that cane cutters were housed in Farm Security Administration camps to attract workers into cane cutting.

"Mr. VANDER SCHOUW. Until the last 60 days we had practically no cane cutters in the camp, and in fact along in February we were having some little problem about that. It seems we were gathering the ill will of the cane people and the Sugar Corporation because they couldn't get any labor from the camps at all. I suggested as a possible cure that they place some of their cane cutters in the camp, so that the precedent would be set for people going from the camp to cut cane and that people in the camp would start talking about cutting cane and so forth, and the result was that we had as high as 150 workers going into the cane fields from each of the large camps, Everglades and Okeechobee, for quite a period.

"Mr. TIPTON. One hundred and fifty each?

"Mr. VANDER SCHOUW. Yes. Of course, the number wasn't constant—it never is.

"Mr. TIPTON. As you suggested, were some of their people, already employed by them at the time, moved to the camp?

"Mr. VANDER SCHOUW. It was started at the Everglades camp. Mr. Bryant at Azucar needed more workers than he could house, so he began to recommend that they go to our camp and stay there. Originally they didn't have any transportation. Then the cane people began to send the trucks into our camp and haul them out every day. We found it working there in Pahokee, so we tried the same system at the Okeechobee camp and had pretty good results, and Mr. Bryant was transferred in his job and that helped a great deal." [30]

As for housing on the company plantations, relatively good though it is, it is still below an acceptable standard. The company houses are multiple-room structures divided into family units. At the 1938 fair wage hearing, Mr. Bitting testified that the average corporation dwelling unit was over three rooms.[31] According to subsequent testimony of Sugar Corporation employees, families of six and eight live in two-room apartments.[32] No employee witness who testified before the Department of Agriculture in June 1941 had a dwelling unit that exceeded two rooms and small kitchen, regardless of family size.[33]

The Sugar Corporation runs a commissary where it is claimed employees can obtain standard brands at low prices. Officers of the company have variously testified that this store is operated at cost, at a loss, or at a nominal profit.[34] Although buying at the commissary is not compulsory, workers are more or less limited as to where they make purchases because there is no public buying area close to the villages.[35] The presence of independent grocery people and peddlers is not encouraged, although salesmen for reputable concerns may secure passes to enter the villages.[36] Corporation employees have testified that the commissary and the stores in town charge about the same prices.[37]

THE FELLSMERE SUGAR PRODUCERS' ASSOCIATION

The Fellsmere Sugar Producers' Association is a cooperative enterprise in which 11 farmers participate; other farmers, primarily engaged in growing citrus fruit in this region, work for the association.[38] Located in Indian River County, some

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[29] Testimony of James Solomon, this volume, pp. 12576-12577.

[30] This vol., p. 12764. In his statement to this committee in 1942, Mr. Bitting made the following remarks about Farm Security Administration camps:
"We have been asked specifically to comment on Farm Security Administration camps in the Everglades, but feel that the vegetable farmers of the area are in a much better position to supply comment based upon experience with such services. In passing, it might be noted that during the spring of 1941 we offered temporary employment for a number of residents of such camps but such offer was not accepted" (see this volume, p. 12972).

[31] U. S. Department of Agriculture, Agricultural Adjustment Administration, Fair Wage Hearing, Moore Haven, August 9, 1938, pp. 584-585.

[32] U. S. Department of Agriculture, Agricultural Adjustment Administration, Fair Wage Hearing, Clewiston, August 6, 1940, pp. 169, 177; Fair Wage Hearing, Clewiston, June 20, 1941, p. 67.

[33] Ibid., pp. 64-93, passim.

[34] United States Sugar Corporation, Sugar and the Everglades, p. 9; Fair Wage Hearing, Clewiston, December 4, 1937, testimony of C. Bitting, p. 8; United States Sugar Corporation, Tenth Annual Report, p. 35.

[35] Fair Wage Hearing, Moore Haven, August 9, 1938, testimony of Clarence Bitting, p. 552.

[36] Fair Wage Hearing, Clewiston, December 4, 1937, testimony of C. Bitting, p. 29, and letter from Bitting to Dr. William T. Ham, December 9, 1937, incorporated in record.

[37] Fair Wage Hearing, Clewiston, June 20, 1941, pp. 64, 75-92.

[38] Fair Wage Hearing, Clewiston, December 4, 1937, testimony of William C. Douglas, p. 45.

80 miles north of the Everglades, this association is the only other sugar processor in Florida.

The association employs some 150 to 175 men in cultivating and 180 to 250 in harvesting.[39] About 40 percent of the harvesting field workers live in Fellsmere and work in the citrus groves alternately with the sugar fields. The rest of the labor is brought in from the cottonfields of northern Georgia and South Carolina and returned after harvest.[40] The association pays the return fare of laborers who work the entire season.[41] During the summer, the men engaged in cultivation are drawn entirely from the village, which is about 5 miles away from the plantation; they are hauled back and forth, free of charge, on a small railroad.[42]

The association has made no attempt to keep the year-round employees on the plantation. No labor is housed during the growing season, although at harvest time plantation barracks are available for migrant workers.[43] The company has not installed any extensive cooking facilities; an eating house is maintained on the plantation by some colored women.[44] A doctor and nurse are in attendance, but operations are not extensive enough to warrant a private hospital.[45]

The Fellsmere harvest season is 75 to 100 days.[46] The average work day is 9 to 9¼ hours. Minimum rates during the growing and harvest seasons are fixed so as to fall within the limits set by the Secretary of Agriculture. Harvest operations are not strictly comparable with those of the United States Sugar Corporation. Cane cutting at Fellsmere does not include loading, which is done mechanically.[47] About 98 percent of the cane is burned, which removes the necessity of trashing it, and the stalk is sent to the factory in one piece, instead of being cut in 4-foot lengths as on the Sugar Corporation plantations. Cane cutting crews are composed of about 15 men.[48]

Cane cutters are paid by the row rather than by the ton. During 1940–41, cutters made $2.50 a row for green cane and $2 a row for burnt cane.[49] Average cane-cutter earnings for that year were 56.3 cents per nour.[50] Their workday is approximately 7 hours.[51]

THE UNITED STATES SUGAR CORPORATION AND QUOTA LEGISLATION

According to the terms of the Jones-Costigan Act of 1934, sugar producers were to receive a price per ton equal to pre-war prices, adjusted upward to make allowances for fair exchange value. Direct "benefit payments" were made to producers and marketing quotas were imposed upon the various producing areas in proportion to their recent marketings, in order to maintain the price of sugar through restricted output. Benefit payments were financed by a processing tax of 50 cents per hundred pounds of sugar.[52]

In 1936 the Supreme Court, in the *Hoosac Mills Case*, declared unconstitutional the processing tax and benefit payment provisions of the Sugar Act. Congress repealed these features of the act but extended the quota and allotment provisions to January 1938.[53]

In 1937 Congress passed another Sugar Act, to expire in December 1940; the act, with slight modifications, was subsequently extended to 1941, when the Seventy-seventh Congress passed Public Law 386, a revised Sugar Act due to expire in December 1944 (except for the authority given the Secretary to make payments under programs applicable to the crop year 1944 and previous crop years, and the excise tax, which is to terminate June 30, 1945). The act carried stringent penalties for child labor violations; its operation was extended to the Virgin Islands; and conditional payments were increased from a maximum of 60 cents per hundred pounds to 80 cents per hundred pounds, payments being scaled down after the first 350 tons. The excise tax of 50 cents per hundred pounds of sugar was retained.[54]

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[39] Fair Wage Hearing, Clewiston, August 6, 1940, testimony of J. J. Bustin, p. 133; Fair Wage Hearing, Clewiston, December 4, 1937, testimony of W. C. Douglas, pp. 48, 50; Fair Wage Hearing, Clewiston, June 28, 1939, testimony of F. Heiser, p. 94.

[40] Fair Wage Hearing, Clewiston, December 4, 1937, testimony of W. C. Douglas, p. 46.

[41] Fair Wage Hearing, Clewiston, June 20, 1941, testimony of F. W. Heiser, p. 45.

[42] Fair Wage Hearing, Clewiston, December 4, 1937, testimony of W. C. Douglas, p. 47.

[43] Fair Wage Hearing, Clewiston, June 28, 1939, testimony of F. W. Heiser, pp. 94, 97.

[44] Fair Wage Hearing, Clewiston, December 4, 1937, testimony of W. C. Douglas, p. 50.

[45] Ibid., testimony of F. W. Heiser, p. 53.

[46] Ibid., testimony of F. W. Heiser, p. 52.

[47] Fair Wage Hearing, Clewiston, June 28, 1939, testimony of F. W. Heiser, pp. 84–85.

[48] Fair Wage Hearing, Clewiston, June 20, 1941, testimony of F. W. Heiser, pp. 47, 50–51.

[49] Ibid., testimony of F. W. Heiser, pp. 42–43.

[50] Ibid., testimony of F. W. Heiser, pp. 42–43.

[51] Fair Wage Hearing, Clewiston, August 6, 1940, testimony of J. J. Bustin, p. 138.

[52] Dalton, op. cit., pp. 97–98, 138–140.

[53] Ibid., pp. 143–144, 187, 300; U. S. Department of Agriculture, Agricultural Adjustment Administration, Sugar Division, Sugar Information Series 1, Publication No. 10, Revised, p. 1.

Under the terms of the sugar legislation, the Secretary of Agriculture is required to estimate total domestic consumption requirements taking into account current inventories, acreage planted, and normal marketings of new-crop sugar. Each area is then assigned a portion of the new sugar to be marketed, in accordance with quotas determined by law. For example, the mainland cane quota is 6.29 percent of the total consumption determination. This total takes into consideration not only the tonnage required for immediate consumption, but the establishment of ample reserves. If inventories carried over from preceding seasons plus the crop resulting from planted acreage in any area appear to be in excess of the tonnage allowed under the quota, the Secretary may further impose individual marketing allotments upon processors, in order "to prevent disorderly marketing" and to afford interested persons an "equitable opportunity to market sugar." When individual allotments have been made for Florida, separating that State from Louisiana in its quota, Florida's share of the total has been 0.94 percent.[55]

In order to qualify for conditional payments, a grower may not employ child labor;[56] must not exceed his proportionate share acreage or marketing allotment; must practice soil conservation; must pay fair wages as determined by the Secretary after public hearings; if the grower is also a processor, he must pay fair rates for cane purchased from other producers.

Another feature of the sugar legislation is its insurance clauses. Payments are made on 80 percent of normal crop yield if disaster reduces yield below this figure.[57]

In recent years the United States Sugar Corporation and other Florida growers have made persistent efforts to have quota restrictions lifted. The corporation has held that the independent vegetable farmer is prevented by the restrictions from receiving a stable income by growing a few acres of cane.[58] It has pointed out the potential grinding capacity in Florida which is going to waste, and which, if utilized, would lower still further the cost of production.[59]

The corporation has constantly urged "American profits to American business," which operates on a low-cost high-wage basis, thereby keeping high the standard of living of American workmen.[60] At hearings held by the House Committee on Agriculture in 1940 to consider amendments to the Sugar Act, Mr. Clarence Bitting said that some day the American housewife would "awaken to how she has been tricked into lining the pockets of interests which are not American interests, and then we had better all look out."[61] When Mr. Bitting agreed that some 70 percent or more of the Cuban sugar industry was owned by Wall Street and Canadian banks, this interchange took place:

"Mr. ANDRESEN. Well, you would not term those interests then un-American interests?

"Mr. BITTING. Certainly I term them un-American. Anybody who sends their money into a foreign country in hopes of making a big profit from exploitation and shipping their products back into this country at the expense of American labor is un-American."[62]

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[54] See Public Law 386, 77th Cong., 1st sess., sec. 304, 513. The excise, though sometimes called a processing tax, should not be confused with the processing tax in the Sugar Act of 1934. The earlier tax went directly toward making benefit payments. The excise tax is paid into the Treasury, and requires congressional action to designate its use. H. R. 5988, passed by the House, had substantially increased the domestic continental quota for cane and beets, and had made other changes cutting the quota of Cuban refined sugar and in general making more difficult the entrance of sugar from off-shore areas. After the outbreak of the war, the Senate Finance Committee deemed it well "not to attempt to pass judgment upon the merits of certain features of the House bill to which opposition had been expressed," and quota changes were deleted from the bill presented to the Senate (House Committee on Agriculture, amending the Sugar Act of 1937, as amended, Report No. 1430, November 19, 1941, p. 8; Senate Committee on Finance, Extension of the Sugar Act of 1937, Senate Report No. 907, December 15, 1941, p. 2).

[55] United States Sugar Corporation, Sugar and the Everglades, p. 38.

[56] In 1940 provisions of the act were amended so that a producer guilty of violating the child-labor provisions did not have to forfeit his conditional payments but paid a fine of $10 for each child each day. (U. S. Department of Agriculture, Agricultural Adjustment Administration, Sugar Act of 1937 as Amended, Washington, 1940, p. 9).

[57] Ibid., p. 9; U. S. Department of Agriculture, A. A. A., Sugar Information Series 1, Publication. No. 10, revised, p. 3.

[58] See this report, p. 12963.

[59] See this report, p. 12963.

[60] House Committee on Agriculture, Hearing on Bills Relating to Sugar Legislation (Serial J), testimony of Clarence Bitting, April 11, 1940, p. 71.

[61] Ibid., p. 73.

[62] Ibid., p. 74. Two of the directors of the United States Sugar Corporation have Cuban interests. C. E. Albright is a director of the Cuban American Sugar Co. (Who's Who in America, 1940-41), Frank L. Allen is a director of the Cuban Chamber of Commerce in the United States (Poor's Register of Directors and Executives, 1942).

Total benefit payments to the corporation through June 1941 aggregate $3,265,466.[63] The corporation has advocated, however, that benefit payments to large operators be discontinued, and that a maximum of $250 a year be paid to sugar-beet or sugarcane producers on family-size farms. This system, the corporation says, would eliminate the necessity for excise, sales, and processing taxes.[64] To the Committee on Agriculture in 1940 Mr. Bitting stated:

"The great majority in number of those receiving so-called benefit payments under the Sugar Act were operators of family-size farms; but the great bulk of so-called benefit payments were made to large operators, including the company of which I have the honor to be president. We here and now, once more, object to legislation that legalizes a raid, by special interests, on the public Treasury, even if, as present legislation provides, we are entitled to membership in the raiding party." [65]

A member of the House committee questioned Mr. Bitting on the subject of processing taxes paid by the corporation:

"Mr. Cummings. Is it not a fact that the processing taxes that you pay largely exceed the amount of benefit payments you receive, so that if we do away with the processing taxes, do away with the benefit payments, you would be a couple of hundred thousand dollars ahead, would you not?

"Mr. Bitting. May I delay answer to that? * * *

"Mr. Cummings. You can answer it.

"Mr. Bitting. The answer is much more than 'Yes' or 'No'." [66]

Mr. Bitting later produced figures which showed that processing or excise taxes on sugar for the year ended June 30, 1939, exceeded benefit payments by $310,150.[67]

Wartime demand for sugar has led to a suspension of quotas, in April 1942, and expanded acreages in some areas of the country. Senator Claude Pepper in December 1941 expressed to the Senate Finance Committee his concern over the post-emergency fate of new producers, who would be "squeezed out" by the reimposition of quotas and individual marketing allotments based partly on past performance. To safeguard the interests of such producers, the Senator proposed amendments to the Sugar Act: one was to vest in the Secretary of Agriculture discretion to make such quota adjustments "as might be fair to the situation as it should exist when the quota system is actually reimposed"; the other amendment, directed against the United States Sugar Corporation, proposed to limit to 50 to 75 percent of the total State quota that portion "had and enjoyed by any one person, firm, association, or corporation if there are other bona fide citizens who are ready, willing, able, and desirous of enjoying the quota advantage." [68] These suggestions, which were not recommended by the Senate committee in its report to Congress, elicited the following comment from the Miami Herald:

"* * * Mr. Pepper lets his opposition to the United States Sugar Corporation color his views. * * *

"The Herald holds no brief for the sugar corporation. We do know, however, that it stands for sugar production in Florida, for development of the Everglades agricultural possibilities, for employment and for enrichment of the State's revenue.

"Why Mr. Pepper would prevent this only Mr. Pepper understands. And Florida suffers as a consequence." [69]

It is reported that Senator Pepper has sponsored a plan to form a cooperative colony for sugar production on 6,000 acres purchased with the help of the Federal Government at Port Mayaca. The enterprise is designed to rehabilitate small farmers. To surmount the difficulty of obtaining materials for a grinding plant, it is proposed to transport a second-hand sugar mill from Louisiana.[70]

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[63] United States Sugar Corporation, Tenth Annual Report, p. 9.

[64] House Committee on Agriculture, Hearings on Bills Relating to Sugar Legislation (Serial J), testimony of Clarence Bitting, April 11, 1940, p. 73.

[65] Ibid., p. 73.

[66] Ibid., p. 75.

[67] Ibid., pp. 83-84. On the basis of the Supreme Court decision that the processing tax in the 1934 Act was unconstitutional, the corporation has been trying to recover some of the back taxes it paid. A claim filed by the Savannah Sugar Refining corporation as agent for the Sugar Corporation, involving $443,243.11 processing taxes, was decided adversely by a United States Circuit Court of Appeals, Fifth Circuit, June 26, 1941 (Registration Statement filed by the United States Sugar Corporation with the Securities and Exchange Commission, p. 34).

[68] Senate Committee on Finance, To Amend the Sugar Act of 1937, as amended, Hearing * * * on H. R. 5988 Revised, statement of Senator Claude Pepper, December 9, 1941, p. 34.

[69] Editorial, Miami Herald, December 11, 1941.

[70] Belle Glade Herald, April 3, 1942; testimony of Howard Haney, this volume, p. 12601.

A cane growers' cooperative association was recently formed by independent Everglades farmers specializing in other crops. Charter members of the association include leading growers in South Florida, some of whom have been under contract to the United States Sugar Corporation. It is hoped that for the 1943–44 harvest, some 2,000 acres, enough to feed a small sugar mill, will be planted to cane.[71]

Significant expansion of sugarcane acreage in Florida is limited by grinding facilities, which have so far been held to present capacity by scarcity of essential materials and machinery. The United States Sugar Corporation has not been able to secure priorities enabling it to construct a second sugar mill, without which its annual output of raw sugar cannot be substantially increased.[72] In a recent statement to this committee, corporation president Bitting said:

"The cultivation of sugarcane for sugar has now reached the limit of the capacity of existing facilities. Further plantings of sugarcane for sugar should not be encouraged until and unless adequate priorities for construction materials and equipment are available and some assurances given the operators that they will not be deprived of the American market when the peace has been won." [73]

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[71] Belle Glade Herald, April 3, 1942; testimony of Howard Haney, this volume, pp. 12589–12590.

[72] Miami Daily News, April 22, 1942.

[73] Statement of Clarence R. Bitting, this volume, p. 12858.

NEW JERSEY SUPPLEMENT

(In May of this year reports in the press indicated that a serious shortage of farm labor was developing in southern New Jersey. The committee thereupon dispatched Mr. Harold G. Tipton to that area to examine the situation existing and to record informally the testimony of interested persons. This testimony has been accepted for the record of the committee and ordered published.)

TESTIMONY OF FRANCIS A. RAYMALEY, CUMBERLAND COUNTY AGRICULTURAL AGENT, BRIDGETON, N. J., MAY 9, 1942

Mr. TIPTON. Will you please give your name, address, and occupation?

Mr. RAYMALEY. Francis A. Raymaley, county agricultural agent for 8 years, assistant for 6 years previous to that; 272 South Giles Road, Bridgeton, N. J.

Mr. TIPTON. What are the chief crops grown in this county at the present time?

Mr. RAYMALEY. There are about 40,000 acres of truck crops. Which ones are most important? You'd need three or four farm-management specialists to tell you. Which one is more important is questionable. We start out here with spring greens, dandelion, broccoli, turnip tops, and stuff like that, and end in November with spinach. Asparagus is one of real importance and begins about the 18th of April to 1st of May. This year it began about the 18th or 19th of April. Now last year it was the 19th, and year before that about the 6th of May. As a matter of fact I've prepared a mimeograph sheet showing the prevailing types of jobs more or less at the season they occur. The setting of onions in March doesn't depend on migratory labor. Migratory labor begins on asparagus.

Mr. TIPTON. You are now going into asparagus?

Mr. RAYMALEY. In the midst of it.

Mr. TIPTON. How far along is the asparagus season?

Mr. RAYMALEY. If I could say in percent—it is normally a 60-day deal, that is we would say May and June but we got started in April and we are 9 days in May. Soon we will finish May and go into June—we are 30 percent along on the asparagus deal—perhaps a little better.

LABOR SUPPLY

Mr. TIPTON. What has been the experience here to date with regard to labor supply?

Mr. RAYMALEY. Well, there just isn't enough around. It isn't here, and the result of that is more real than it is apparent to the eye. Ordinarily when you say there is a shortage of help, newspapermen say, for example, that the peach crop is rotting. It isn't working that way. There's hardly a farmer cutting asparagus who couldn't get along with another man or two. I was talking to a man, Clyde Harper, a tenant farmer on a city-owned farm; he has about 15 or 18 Holstein cows. He's got 18 acres of asparagus; he has one colored man and one part-time man; he has to get up at 3 or 4 in the morning; milk the cows; grab an asparagus knife; and then ride a tractor. He's just played out. The shortage of labor isn't apparent there—it's real. That is an illustration. Here's what it's going to do. We want to meet this food increase but what's it coming to is that farmers are starting to cancel contracts at the canneries such as "You've got me down for 17 acres of contracted tomatoes, put me down for 10 acres instead." Ritter's and Pritchard's show that. Yesterday morning three men appeared at my office in routine visits. They wanted data on soybeans to plant in lieu of tomatoes canceled to save labor worry. The Nation was asked for 40,000,000 cases of tomatoes. New Jersey may be just a chip in the ocean, but just the same every man that now has three men working could use a fourth nicely, and I mean that would step up production volume and there is still 15 percent of the normal labor supply short yet.

Mr. TIPTON. How many acres of asparagus are there?

Mr. RAYMALEY. Forty-two hundred acres. Your census figures are not accurate. In the food-for-freedom survey we determined that figure, and this asparagus is here anywhere from 10 to 20 years and we know how much is here.

Mr. TIPTON. When asparagus is being harvested at the height of the harvesting season how many cutters per acre are needed?

Mr. RAYMALEY. One man to 3 to 5 acres; 100 acres should have about 25, roughly.

Mr. TIPTON. Is the asparagus bunched in the field?

Mr. RAYMALEY. About two-thirds goes right to cannery. The cutter cuts it and carries it till he gets a handful, and then he lays it over a couple of rows; then a mule and wagon go up and down there. One man gathers and the rest cut.

WAGES

Mr. TIPTON. How are they paid?

Mr. RAYMALEY. They are paid on a crew basis as a rule. Everybody doesn't do that.

Mr. TIPTON. How do they pay, on what basis?

Mr. RAYMALEY. One hundred pounds cut. We have big boxes, not a crate, with slats in the bottom and holes in the side. The Agricultural Market Service grades it—large, medium, and small. Growers get paid on that basis. Those slips are the basis for paying the worker. Now here and there a man pays them by the hour.

Mr. TIPTON. When paid on the group system how much is paid per 100 pounds?

Mr. RAYMALEY. \$1.65 to \$1.87½. A lot of men write in a clause giving them 15 cents a hundred as bonus when the season is done if they finish the season. Not all men are doing that.

Mr. TIPTON. How many men make up an asparagus crew?

Mr. RAYMALEY. That varies with the farm. George Brooks has 22 men in his crew for 85 acres of grass.

Mr. TIPTON. On a normal day with one man to 3 or 4 acres, how much can a man earn?

Mr. RAYMALEY. One day they may cut terrifically. They may make $7 a day and then the next day only make $3.85. One man I know is guaranteeing them $22 a week. Now during a cool backward week they are going to make money on him. More fellows are doing this. This way of paying is very favorable. These farmers are pretty square shooters as payers.

Mr. TIPTON. You say that the per-hundred price this year ranges from $1.65 to $1.87½; do you remember what last year's rates were?

Mr. RAYMALEY. They ran from $1.35 to $1.60 last year. Different communities vary. This crop is grown for 65 miles around here. A closer example is that of a man paying $1.40 last year and 15 cents bonus pays $1.65 now plus bonus.

Mr. TIPTON. Is asparagus the only crop now being harvested?

Mr. RAYMALEY. Well, right now there's some bunching of radishes, but this requires no migratory labor. The farms are small and mostly Italian and they have lots of kids. Tomatoes are now almost ready for setting. The southern plants are beginning to come in. They will begin on peppers shortly and later sweetpotatoes. The next big crop is the strawberry deal. It begins approximately the 26th of May and that's where we're hoping for the camp.

Mr. TIPTON. How many acres?

Mr. RAYMALEY. Fifteen hundred, and this is probably the biggest north of the Mason-Dixon line. I shouldn't say north of it because actually we're south of it. But we lead in production in the North.

LABOR REQUIREMENTS

Mr. TIPTON. How many more workers do you need for asparagus right here today?

Mr. RAYMALEY. Well that's a little hard to answer—for every 3 now working, we could probably use another 1, but that's pretty hard to express in numbers. Well, mathematically, to relieve this physical effort we would need in the neighborhood of 250 or about that. This is just an estimate. Nobody has any accurate figures to swear what is needed. Asparagus goes right on through till July 1 and then a rush comes when we pick strawberries. How many more that is going to take is worked out on my estimates.[1] I don't remember what that was.

Mr. TIPTON. Then the figures you have for strawberries, which are shown in this material, which will go into the record with the other material you have given me, could for all practical purposes be added to the 250 for future needs after May 26?

Mr. RAYMALEY. Yes. There is very little overlapping. They get strawberries off early in the morning the same as asparagus. The market opens at 11 a. m. The farmer has to be there by 11 or 12. The same help won't do. As far as asparagus and tomato setting are concerned, they fit together—they complement each other.

(The matter referred to is as follows:)

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[1] See exhibit, p. 12981.

Seasonal trend and use of migrant labor, Cumberland County

Job	January	February	March	April	May	June	July	August	September	October	November	December
Field work:												
Setting onions			********	**								
Cutting asparagus				*	********	********	*****					
Planting tomatoes					*******	****						
Planting peppers					*******	********	**					
Picking strawberries					*	********						
Harvesting peas						*******	**					
Picking beans						***	********	********	********	*****		
Topping onions						***	*******					
Harvesting beans						*	********	********	********	********	**	
Picking potatoes							***	********	********	********	***	
Picking tomatoes							*****	********	********	*****		
Harvesting peaches						**	********	********	********			
Harvesting apples								***	********	********	**	
Harvesting spinach									****	********	****	
Harvesting peppers								*****	********	********	**	
Harvesting sweetpotatoes									*****	*****		
Processing work:												
Asparagus				*	********	********	*					
Peas						*******	****					
Beans						*	********	********	********	*****		
Beets							********	*				
Sweet corn							*	*				
Tomatoes							******	********	********	********	**	
Spinach, broccoli, etc									*	********	********	*
Pumpkins									*	********	********	

Estimates on volume of migrant help needed in Cumberland County

[Not a census as there is a great overlapping in the various different jobs that the same help will do]

Field job:	*Seasonal number needed*
Field work:	
Setting onions	500
Cutting asparagus	1, 500
Bunching asparagus	500
Planting tomatoes	250
Planting peppers	125
Picking strawberries	3, 000
Harvesting peas	665
Picking beans	2, 250
Topping onions	1, 800
Harvesting beans	1, 200
Picking tomatoes	2, 000
Picking potatoes	875
Picking peaches	250
Picking apples	125
Harvesting spinach	275
Harvesting peppers	1, 000
Harvesting sweetpotatoes	350
Total field	16, 655
Processing (seasonal):	
Tomatoes	1, 175
Others	1, 800
Total processing	2, 975

Prevailing wages paid in harvesting 1941 crop in Cumberland County, N. J.

Asparagus—Cutting and bunching, 60 cents per dozen (complete job); cutting only, 2 cents per bunch; cutting for canhouse, field length, $1.50 per hundredweight complete job on N. J. grade (packed and wet down); $1.50 per hundredweight cut only (nothing for butts and culls).

Strawberries—5 cents per quart.

Beans, string—30 cents per bushel.

Beans, lima—35 cents per bushel.

Peas, dwarf—30 cents per bushel.

Onions—Top and pick-up, 200 bushels per acre, 10 cents.

Canhouse tomatoes—8 cents per ⅝ basket.

Peppers—3 cents per ⅝ basket.

Seed peppers—5 cents per ⅝ basket.

White potatoes—Commercial and seed, 4 cents per ⅝ basket.

Corn—Cut, husk, and stack, per acre, $8; husk only, per shock, 8 x 8, 10 cents; husk only, per acre (standing), $5.

Wages—Men, without board or house, 35 cents per hour; women, without board or house, 30 cents per hour; weekly, with board, $14; weekly, with privileges, $18.

Silo filling or threshing, with dinner, 40 to 45 cents per hour.

Pea and bean vining, at viner only, 40 to 45 cents per hour.

Cooperative Extension Work in Agriculture and Home Economics, State of New Jersey, Bridgeton, N. J.

January 19, 1942.

Mr. J. H. Wood,
Regional Director, Region One,
Farm Security Administration,
Upper Darby, Pa.

Dear Mr. Wood: I am happy to furnish you with data supplemental to our chairman, Mr. Watson's report, on the labor picture in Cumberland County. In submitting this data, I have been in touch with the various committeemen; the auction market masters, farmers, and others, who have an interest and bearing on this problem.

We do not know about crop losses elsewhere, but I find all still feel 10 percent is not an unfair figure. We can list 8 farm operations whose losses in average were a total between 2,500 and 3,000 acres of their specialty crops. One of these said lack of help cost $25,000 in crop losses in 1941. Weather conditions did not increase crop losses here in 1941; if anything it reduced crop losses. Our real drought occurred in late July and August, broken by rainfall on August 25. Then there was no rainfall at all in September and a trace before killing frost. If we had had a normal rain in the first 15 days of September with the shortage of help we had we would have lost 3 tons of tomatoes per acre from rot. As it was, we got 7.58 tons per acre, but every tomato was harvested because it did not rain.

Then there is another factor in loss this 10 percent does not show, and which the Washington people should consider. I call this the insidious loss by reduced quality from inadequate help. On strawberries, for example, if a grower has 8 pickers and should have had 20, these 8 pick in haste and miss many berries ready for harvest. On the next picking the result is many over-ripe berries get in the pack, and, being over-ripe, they lower quality and price at sale time. This also affects many other crops.

Poor markets might have slightly affected crop losses in a few instances, but so many crop losses reported were contract crops it cannot be said this is a major factor of crop loss.

Acreages, yields, both in total and individual crops, are difficult to state. Our figures from seed dealers, Agricultural Adjustment Administration records, our farm food survey, auction markets, and so forth, are all a clue, of course, but in the last analysis estimates in part must be reported too. I am using these items as sources of records plus my own observations and some records from canners. In some instances, we do not check with the United States census, but we feel we can prove our figures more accurately than the census. In fact, we have done so on numerous occasions.

Here are some crop acreage summaries:

Vegetable acreages in Cumberland County

	1940	1941
Acres of land devoted to vegetables	30, 932	33, 745
Approximate double-cropped	13, 500	14, 200
Approximate triple-cropped	2, 550	2, 750
Total	46, 982	50, 695

Some prominent crops and yields for year indicated

	1940		1941	
	Acres	Acre yield	Acres	Acre yield
Canhouse tomatoes	5, 100	5.2 tons	5, 600	7.58 tons.
White potatoes	3, 164	200 bushels	3, 100	167 bushels.
Seed potatoes	675	135 bushels	550	80 bushels.
Sweetpotatoes	2, 985	170 bushels	3, 250	90 bushels.
Snap beans	3, 650	143 bushels	3, 125	100 bushels.
Lettuce	800	800 crates	860	550 crates.
Spinach	850	6.0 tons	1, 550	3.1 tons.
Fordhook limas	1, 525	996 pounds	1, 785	60 bushels.
Henderson limas	6, 500	75 bushels	10, 500	1,080 pounds.
Peppers	2, 200	400 bushels	2, 550	375 bushels.
Cucumbers	460	265 bushels	475	210 bushels.
Strawberries	1, 285	110 crates	1, 125	75 crates.
Peas (canhouse)	3, 200	2,367 pounds	3, 150	2,325 pounds.
Asparagus	3, 825	75 crates	4, 020	80 crates.
Onions	1, 400	290 bushels	1, 250	180 bushels.

If we can send additional data, or can enlarge on this, please advise me. There is so much that could be said on this subject—of yields—but I won't go into further details.

Sincerely yours,

[s] F. A. Raymaley,
County Agricultural Agent.

October 31, 1941.

A Proposal From the Cumberland County Board of Agriculture and the Cumberland County Pomona Grange for a Farm Labor Camp To Be Constructed and Managed Through the Farm Security Administration for the Purpose of Furnishing Better Housing Conditions for Farm Labor Needed and Used on the Farms of Cumberland County and Possibly Nearby Areas

In order that the Farm Security Administration may have the proper information necessary for the wise development of better farm labor housing so as to serve both labor and agriculture to the best advantage we provide herewith the following information pertaining to the agriculture of the county, the market supplied, the present labor situation, and a forecast of the estimated needs for 1942 and the future.

AGRICULTURE OF CUMBERLAND COUNTY

The predominating agriculture of Cumberland County includes the production of vegetables, apples, peaches, strawberries, milk for fluid consumption, and eggs from an outstanding poultry industry.

Although the Government reports gave Cumberland County 23,000 acres of vegetables in 1935, and rank the county third in importance for this particular crop, the records of the Agricultural Adjustment Administration compiled for crops by acreages show a total of 50,000 crop-acres of vegetables. The census figures include acres of land devoted to vegetables, whereas the Agricultural Adjustment Administration includes crop-acres of vegetables, since some acres will have several crops a year.

Along with production of vegetables there is a large processing industry which furnishes an important system of marketing for a large acreage of vegetables grown, and a stock pile of vegetables to carry along when fresh vegetables are not available from nearby sources.

One processing plant, alone, quick-freezes and cans approximately 25,000 acres of which about 75 percent are all produced within the county. Three large tomato processing plants are located in Bridgeton and smaller ones in the outlying areas of the county.

The processing route to market, while very efficient and stable in method of merchandising vegetables, requires large amounts of labor for harvesting and processing the crop.

The largest processing plant in this area begins operations in April and continues throughout the season until December by processing a series of crops beginning with asparagus and ending with spinach. The processing of tomatoes is of shorter duration, beginning in August and ending in October. It is this season of the year when the peak labor demand draws most heavily for harvesting and processing.

The value of vegetable crops when processed is approximately $10,000,000. Probably half of the vegetables grown in the county are marketed this way. This furnishes a more stable vegetable industry, with resulting advantages for labor and the farmers, as well as the communities of the area, all of which contribute to the industry.

POULTRY

Vineland, the center of the poultry industry, has long been recognized as an important national agricultural development ranking first on the Atlantic coast as a poultry center.

It is estimated that approximately $2,000,000 worth of eggs are sold per year in addition to $650,000 worth of poultry including turkeys, ducks, and chickens.

DAIRY

Vegetable crops such as tomatoes combine well with dairying. Approximately 28,000,000 pounds of milk valued at $764,000 are produced annually.

FRUIT

In addition to these other enterprises fruit is quite important, both peaches and apples as well as strawberries.

The labor necessary for harvesting these crops in past years has been obtained largely from the local areas, but much of this is no longer available.

This past year the apple crop of the county was only about 20 percent of the normal production. Had a normal crop such as in 1940 been produced it would have been impossible to harvest the fruit, since there was not sufficient labor in the community.

One large farm with only 15 to 20 percent of a crop resorted to the use of women, something never attempted in the past for picking apples.

The total value of foodstuffs produced both fresh and processed from this county is estimated at approximately $15,000,000 a year.

Because of the large number of agricultural industries, food, in this area, is plentiful and moderate in price. Fresh vegetables, milk, eggs, meat, and fruit are all produced in the county and available to the consumer without going through a costly route from the farm to reach him.

MARKET SUPPLY

Most of the food produced in Cumberland County is supplied to the local communities and metropolitan areas where defense industry is an important part of the Nation's activities.

All the various systems of marketing are used as evidenced by the merchandising of vegetables, fresh, canned, and quick-frozen, the milk direct from farm to consumer as well as processed and sent to the various markets in the metropolitan area. The same applies for eggs, fruit, and meat.

The canning and quick-freezing provides a more satisfactory way of preserving food for future needs such as stock piles or sending to distant markets as necessary for Government use.

The county is important also in that the foods that it produces are those vitally necessary for proper nutrition in the supply of vitamins essential for health.

RESOURCES AND SYSTEMS OF PRODUCTION

Modern equipment so far as available is used by the farmers of this area. This makes the labor employed more efficient.

The soil allows the use of labor-saving machines because the topography is level and is well drained. Large quantities of fertilizers are used which again makes the labor more efficient and provides a quality in the crop that would otherwise be impossible.

Family-size farms predominate, with several large-scale units operating in the area. One of these units produces vegetables for processing only, and through quick-freezing provides a market for a large acreage of crops grown by the nearby farmers.

FARM LABOR

The labor of this area includes local people employed the year round on the farms. It also includes local people employed seasonally in the production, harvesting, and marketing of the crops, as well as local people employed for the processing.

In addition to the local labor, the farms of south Jersey have, in the past, obtained about 5,000 farm workers from Philadelphia and Camden. Many of these families came to these same farms year after year and were a part of the system of agriculture developed through a long period of time.

The increasing demand for labor for the defense industries has greatly curtailed this supply and contributed to the labor shortage of 1941.

Some labor has been obtained from migrant workers from the South. This latter class has been increasing the last few years, and with the increase farm-labor housing has become acute. The seasonal labor that was available from the nearby towns and cities is greatly curtailed both for producing and harvesting and also for processing. The curtailment is due to employment elsewhere and also to the fact that the greater income the man of the family is receiving makes it unnecessary for the wife to work.

Although there was a definite labor shortage in 1941 the full seriousness was not accentuated because weather allowed for a long harvesting period for tomatoes, potatoes, and other crops. There was almost no rainfall for September and October. In addition to this the apple crop was far below normal, but even so there were considerable crop losses because labor was not available for harvesting.

LABOR RATES IN CUMBERLAND VERSUS NEW JERSEY

Although the food costs of Cumberland County are lower than the average in the State, the wages compare favorably to those in the State as a whole. Unfortunately there are no Government statistics to illustrate this; however, the wage rate for 1941 for the harvesting period when additional labor is needed was 35 to 40 cents per hour. Piece work was at a rate which should allow a higher wage than hourly rates. For example, tomatoes were picked at a rate of from 6 to 10 cents a basket. Corn was cut and husked for $8 to $10 an acre. Strawberries 2½ to 5 cents and in a few cases 6 cents per quart. Asparagus was cut mostly at the rate of a cent and a half per pound. Workers on piece work could readily make $5 a day, and when conditions were good, considerably more.

CROP LOSS FOR 1941

A compilation of crop losses made by the county agricultural agent because of labor not available for harvesting shows that out of 50,000 acres grown approximately 5,000 were not harvested.

The largest farm in this area reported more than 1,700 acres of string beans were not harvested at all or only partly harvested. At one auction market 5 farmers out of every 7 interviewed said they had to abandon acres because they could get no help. One asparagus grower of 17 acres of asparagus said he had to abandon 11 acres through inability to get cutters and bunchers. Other growers stated their losses were due to inability to get harvest help.

It is, indeed, unfortunate that food once produced and unquestionably needed should be allowed to go to waste. Every possible measure should be taken to guard against a food shortage, for this Nation not only must supply its own people but help others. This will require the cooperation of the community, State, and Nation.

ESTIMATED REQUIREMENTS FOR 1942

Because of the decrease of local help for harvesting and marketing the crops of this area, it is estimated that provision should be made for at least 5,000 workers to replace those who heretofore were available from within the county and those who customarily came from outside for seasonal employment.

It is quite evident therefore that this will require housing facilities, not only to employ those now available but to provide for labor that must be obtained from outside in greater quantities.

PRESENT FARM LABOR HOUSING FACILITIES

At present, farm labor housing facilities range from good, unsatisfactory, to none at all. It is the last two classes for which we should provide.

Since much of the local labor lived in the nearby villages and towns and since this must be replaced, because it is now in defense industry, it creates a very acute housing situation for which provision must be made.

ADDITIONAL FARM LABOR HOUSING NECESSARY

It is estimated by the county board of agriculture and the grange that provision should be made for approximately 800 to 1,000 farm worker families. It is believed this could best be done by the establishment of farm labor camps through the Farm Security Administration, which would not only provide the proper housing conditions but also supervise and manage the conduct of the camp.

This would provide for a higher plane of living for these people who depend on agriculture for a livelihood and upon whom agriculture depends for its operation.

COOPERATING FARM ORGANIZATIONS

In order that the Farm Security Administration can make contact with the responsible farm representatives of this county, the county board of agriculture and the Pomona Grange each appointed a committee to work with the Farm Security Administration in providing what would seem to be the most desirable means of satisfactory farm labor housing.

These committees beg to provide this information for the use of Farm Security Administration as a means for arriving at a prompt understanding and decision which would allow the support of all agencies interested in farm labor housing.

It is the understanding of the committee from the recent conference with Regional Director J. H. Wood and State Director Allen Ebert that the Farm Security Administration has funds appropriated for establishing such a labor camp. The committee further understands that such a camp would be established in Cumberland County only through the approval and cooperation of the farmers where such a camp is being considered.

We further understand from Mr. Wood that cooperation is necessary from a local community for the purpose of establishing such camps and that the matter of employment and wage rates be left entirely to the employer and employee.

Also the Farm Security Administration wants definite assurance of the need for such camps and the cooperation from the community necessary to make them a success.

We believe these conditions exist in Cumberland County.

Respectfully submitted.

Newlin B. Watson,
Chairman, Committee Cumberland County Board of Agriculture.
C. C. McAllister,
K. S. Roberts,
Jack Seabrook,
Renne Gossiaux,
M. L. Davis,
F. A. Raymaley,
Howard Hancock,
Cumberland County Pomona Grange.
Auley Davis,
Cumberland County Pomona Grange.
Walter Ivans,
Cumberland County Pomona Grange.

TESTIMONY OF FRANCIS A. RAYMALEY—Resumed

Mr. Tipton. Then the farms are at the present time not setting tomato plants because they can't get setters?

Mr. Raymaley. It's the physical strain. We grow 5,000 acres of tomatoes in this county. Cancelation of tomato contract acres is due to not being able to get setters and fear that they weren't going to get pickers later on.

Mr. Tipton. Have you noticed around the county, within the last few days, the arrival of any number of workers from outside areas?

Mr. Raymaley. No; I can't say that I have. I can't say that I have seen a great increase in arrivals.

Mr. Tipton. Do the farmers send trucks out to bring laborers in?

Mr. Raymaley. They used to, but not any more. Two years ago authorities started cracking down. State cops in Virginia stopped them and fined them a couple of times. Now oftentimes an individual farmer will take his car and find some fellows over on the Eastern Shore. The more progressive men went over and did it, but that was a relatively short distance.

Mr. Tipton. Is any labor being imported from Florida?

Mr. Raymaley. Yes; I've heard of busses coming to Swedesboro. There is a bus expected here in 4 or 5 days.

Mr. Tipton. Is this bus operated by anyone here?

Mr. Raymaley. No. There is a man down there. He apparently has public-service approval and he brings them up there. Many of the migratory Negroes in Florida are also making arrangements at a fairly reasonable figure with truckers who put seats around in trucks and haul workers up here for $6. The Interstate Commerce Commission has been checking up on some of the conditions under which they have been carried. They started doing that last year. The difficulty of supply isn't so much the activity of the Interstate Commerce Commission but the fact of the truckers meeting with the tire and gas situation.

Mr. Tipton. I wonder whether any of the growers were thinking of going that far afield to get labor?

Mr. Raymaley. They are, it's true. As a matter of fact, I know that the organized boards of agriculture in these southern counties have hired a man to be down there and do what he could to see that the proper type of help gets up here. That's really a job that Farm Placement should do but functionally is still outside their regulations and they are not doing it. This man who was sent down, W. C. Baker, is picking men, for example, on ability to cut asparagus. He hires this public-service bus and sends them up. There is the one load that came to Swedesboro. That isn't the practical answer to this problem as far as I can see. Recently a bunch of fellows here pooled their orders and wired him to send a load up. I haven't confirmed it yet, but they're supposed to have left yesterday.

Mr. Tipton. You said awhile ago the per-hundred rate for cutting asparagus was $1.65 to $1.87.

Mr. Raymaley. Yes.

Mr. Tipton. What is the rate by the hour?

Mr. Raymaley. I know one bunch that refused 50 cents an hour. That is getting over into some of the vices. They are paid to average about 45 cents. They were paid about 35 cents last year. That was the prevailing price. Out at Seabrook Farms they had a labor contract with the A. F. L. at 40 cents.

HOUSING FACILITIES

Mr. Tipton. Are there adequate housing facilities in the county?

Mr. Raymaley. Not entirely, but I will say for our housing that it is better than average. I'm pretty touchy on this. Our housing facilities for help here are better than rank and file.

Mr. Tipton. Has that anything to do, do you think, with the fact that there is not enough labor here this year?

Mr. Raymaley. I don't think so. It is a natural consequence with all the defense jobs. When those fellows can get those jobs in Sun shipyards and the like they are not working here. If a farmer can't get the labor here, he is for migrants. That's why I'm such a proponent of labor camps. They will help solve this problem. I used to be a proponent of the idea that if the same funds it took to run a labor camp were loaned out to farmers for better farm-labor housing he could keep his help on the farm and everybody would be happier. But now I can see the answer to this problem in the camp program.

Mr. Tipton. What advantages do you see in having the camp as it is now organized over the alternative program that you mentioned?

Mr. Raymaley. It is a long story. For example, if F. S. A. was going to spend $12,000 annually, have them lend it to 10 farmers each year instead. Well maybe 7 months out of the year those funds are not being used here. With the camp you have 12 months' use of the funds. Farming shifts during the period. Also with camps you are now beginning to do something about this health and social problem involved in migration. This Negro migration problem is just as serious as the slavery problem. In the camp we will have a reservoir or more or less a fixed place to absorb labor supplies and redistribute them under regulation and health standards and to community interest.

Mr. Tipton. You mentioned Ritter's and Pritchard's canneries.

Mr. RAYMALEY. This is an extensive canning area. They are operating on asparagus now. There's one thing I'm worried about—their processing help. I have an honest belief that some of these so-called women's armies in New York, for example, are going to be more effective if used in our canneries than they are going to be adapted to bunching carrots and the like. But I contend that with the right kind of cooperation we are going to be able to meet this problem.

Mr. TIPTON. Thank you very much, Mr. Raymaley.

TESTIMONY OF CARROLL C. ADAMS, UNITED STATES EMPLOYMENT SERVICE, BRIDGETON, N. J., MAY 9, 1942

Mr. TIPTON. Will you please give your name and address and occupation?

Mr. ADAMS. Carroll C. Adams, senior interviewer, Farm Placement Service, directly associated with Robert Dillatush, State farm supervisor. Senior interviewer since the 16th of the month.

Mr. TIPTON. How long have you worked with the Farm Placement Service?

Mr. ADAMS. Just last year and this.

Mr. TIPTON. From the beginning of the Service?

Mr. ADAMS. I was one of the original appointees to serve under Major Lepper.

Mr. TIPTON. Your experience in the Farm Placement Service has been here in Cumberland County completely?

Mr. ADAMS. Cumberland, Salem, and Gloucester.

Mr. TIPTON. Your district is now Cumberland County?

Mr. ADAMS. Yes.

Mr. TIPTON. How many interviewers are there?

Mr. ADAMS. That I don't know. In the county there is just one.

Mr. TIPTON. Are there plans for expanding the Service?

Mr. ADAMS. I have been told there were but nothing definite. There was supposed to be a man working at this migratory camp full time.

FARMERS' ACCEPTANCE OF FARM PLACEMENT PROGRAM

Mr. TIPTON. What has your experience been since you have been with the Farm Placement Service with respect to farmers' acceptance of the Farm Placement Program?

Mr. ADAMS. Exceptionally gratifying. They have used the Service more so than expected. Knowing farmers as I do, I have been rather agreeably surprised.

Mr. TIPTON. Have they made a practice of contacting you at the office or have you had to sell the program to them?

Mr. ADAMS. Well, I have done a tremendous amount of field contact work just going from farm to farm, but so far as actually selling them on the Service there has been no great difficulty. They have accepted our little talk together.

Mr. TIPTON. Is it your observation that farmers are planning ahead with regard to their employment needs? Are they thinking in terms of what they are going to need in several weeks or just in terms of what they are going to need at 7 o'clock tomorrow morning?

Mr. Adams. Now, more than ever, several weeks in advance. I don't know the exact number, but we have a lot of orders for tomato pickers for July or the first of August. Some that I contacted with, we are going to be able to do something for them in that respect.

Mr. Tipton. Have the farmers indicated that, if you couldn't give them some assurance they were going to get help, they were going to restrict their plants of tomatoes?

Mr. Adams. Yes.

Mr. Tipton. Can you tell me how many placements you have made this year?

Mr. Adams. No; I couldn't. I don't have anything to do with the statistical reporting.

Mr. Tipton. Is there a record kept by the office?

Mr. Adams. Yes.

Mr. Tipton. How do you handle the placements in the farm division?

Mr. Adams. In exactly the same way as otherwise, except for farm placement we don't need to have a full registration of the individual.

Mr. Tipton. Do you do any group referring?

Mr. Adams. Not personally; I never have.

Mr. Tipton. Each individual worker then has been registered separately?

Mr. Adams. Insofar as I know. That is the way I have recorded them.

DEMAND FOR ASPARAGUS CUTTERS

Mr. Tipton. So far this year, what type of farmers have called upon you for workers? I mean by that, what crops do they grow?

Mr. Adams. Well, of course, asparagus is by far the greatest. That is the crop of the season now. We had some demand for onion setters but that is only for a short period. Cumberland County is noted for its asparagus crop.

Mr. Tipton. You have had a great many calls for asparagus cutters. Can you give us an estimate of those calls that you have been able to fill?

Mr. Adams. I don't think that I could accurately. I don't keep any record of those, I mean personally.

Mr. Tipton. I'll put it this way. Have you been able to fill most of the calls you have had for asparagus cutters?

Mr. Adams. No; we have not.

Mr. Tipton. You have had difficulty in supplying cutters. You wouldn't want to estimate how many you haven't been able to fill?

Mr. Adams. No; because I have not a very definite picture of that in my own mind.

Mr. Tipton. Do you have any idea as to how many asparagus cutters are needed at the height of the season in the county?

Mr. Adams. No.

Mr. Tipton. Well, what would you say with regard to the seriousness of the labor shortage in the county?

Mr. Adams. It's quite acute.

Mr. Tipton. It was reported in the New York Times, inferred at least, that 8,000 were needed in the county at the present time.

(The matter referred to is as follows:)

[From the New York Times, Friday, May 8, 1942]

HUGE CROP LOSSES FACED IN JERSEY—ASPARAGUS ROTTING IN GROUND FOR LACK OF HARVEST HANDS—PLEA FOR UNITED STATES AID MADE—19,000 WORKERS NEEDED—FARMERS AND FAMILIES PUT IN 18 HOURS A DAY IN FIELDS—LATER VEGETABLES THREATENED

BRIDGETON, N. J., May 7—Broken-hearted South Jersey farmers, their womenfolk and their children, labored ceaselessly in their asparagus beds in Cumberland and adjoining counties tonight, as they have all nights since May 1, trying to save their crops from rotting and going to seed.

Warm showers today followed by high temperatures and high humidity forced asparagus to faster growth, while county farm agents, State farm experts and Federal farm agency representatives desperately sought labor to help get in and pack the crop, of which a large portion is marked for Army and Navy consumption and for lease-lend.

Agents for Cumberland, Salem, Gloucester, Camden, and Burlington Counties in emergency meeting with State and Federal experts in New Brunswick this afternoon pleaded the South Jersey farmers' desperate labor needs. The Federal men hurried back to Washington to try to get aid to them.

The county farm agents, backed by State experts, making no secret of their alarm over the labor shortage, pointed out that not only asparagus but following crops—tomatoes, peas, beans, cabbage, onions, fruits and berries—may be lost unless help is marshaled into this part of the State.

Several farmers have been compelled to plow under asparagus that has grown too high to be edible.

In Washington tonight officials of the Department of Agriculture said they are aware of the conditions in southern New Jersey.

"The farmers face an acute situation due to shortage of migratory workers who ordinarily harvest the crop," they admitted. "We are trying to get help to them through the Farm Placement Division of the United States Employment Service, which has recently organized a farm employment service in that State. The Farm Security Administration is planning four migratory workers' camps there so that workers will be attracted to the region.

"Unfortunately there is no governmental agency at present that has either the authority or the funds to go out and recruit workers and transport them to farms where they are needed."

An executive of the Department of Agriculture said it may become necessary to organize such a service to carry workers to farm districts in special trains lest the New Jersey experience be repeated in other regions.

SKILLED HELP DRAINED OFF

Younger farm folk called to military duty—some 600 were taken out of the Bridgeton area alone—and the draining off of young women to war plants left this great truck garden of the East virtually without skilled farm help. Fifty thousand school children are registered for farm work, but they have almost a month more of school.

The labor that is available, farmers pointed out today, is for the most part inferior. It seems to consist mainly of oystermen drifted up from Maryland, a few hands from the deep South, and a handful of migrants, these in lesser numbers than in former years. Swarms of field hands brought in by Philadelphia padrones in former years are missing this harvest. They are in defense work.

J. A. Wood, regional director for the Farm Security Administration, disclosed tonight that two camps for migratory workers will open Monday—one in Cumberland County, one in Gloucester. These will accommodate from 100 to 200 persons. By May 25 the camps will be enlarged to hold about 600 persons each.

The camps will serve as work pools for farmers, places where growers can go to choose hands. They will be entirely inadequate for the amount of hands needed, but many of the truck farms have tenant houses or barracks where they may be housed from now through October when the last harvests are ended.

Mr. Wood estimated that Cumberland County needs at least 8,000 field hands, Gloucester about 6,000, Salem around 5,000. Cumberland and Gloucester Counties need the help right away. They grow the most asparagus. Roughly, around 7,000 acres of South Jersey farmland are planted to asparagus.

Acreage does not indicate the extent of loss. Asparagus must be cut every 24 hours from May 1 to July 5 while it is still under 9 inches high and still fresh and tender. Uncut it hardens in proportion to every inch it puts on—goes to tough brush and ferns out. In this state it is inedible.

Kenneth Roberts of Cohansey, near here, has only 34 acres in asparagus, for example, but because of labor shortage his asparagus has gone wild and he has lost from $150 to $175 each day the last 10 days. He has saved what he could, but has had to watch the rest go to seed and rot before his eyes.

Mr. Roberts and other asparagus farmers pointed out that what labor they have been able to hire has, in most cases, been unstable. Hands will work a few morning hours, demand their wages and hurry into town to spend it. Farmers have no assurance when they hire this type of hand that he will finish out the day, but they cannot choose.

As a result farmers and their immediate families are spending from 10 to 18—in extreme cases 20 hours a day in the fields and packing sheds. Their morale has sunk. Some threaten to cancel tomato contracts, though the Government's War Production Board has asked for substantial increases in tomato and asparagus crops in 1942. Tomatoes must go into the ground around May 14.

F. A. Raymaley, Cumberland County farm agent, said:

"Farmers and their families are dead on their feet. They're doing all that's humanly possible—and a little more, but they need help."

Conditions are particularly bad, it seems, because Florida, whence most of the migrant workers come, is having a late season while in south Jersey the season is a little early. Workers that usually start North are delayed. Many are held back by lack of serviceable tires.

New Jersey farmers have sent agents into Florida and into other parts of the deep South, looking for labor. They are afraid that before Government red tape is cut and field hands are put on trains for the North, the crops will have wasted. There are rumors that southern planters are balking the usual northward trek because they do not want their hands to become accustomed to high wages.

Field hands are drawing 40 and 50 cents an hour in southern New Jersey this year as against 20 and 25 cents last year. Southern growers fear they may not want to return to their native soil, where the pay rate is considerably lower.

Seabrook Enterprises, 5 miles north of Bridgeton, the greatest freezing plant in the country, which does much work for the Government, has sent agents into the deep South in search of labor. It is gravely concerned, too, as to whether it will be able to get enough women to work in the plant.

It employs as many as 4,500 housewives, their daughters and any other women it can get when the season reaches peak, but whether it will be able to get that many this year is questionable. It will want large numbers of women by June 1.

TESTIMONY OF CARROLL C. ADAMS—Resumed

Mr. Adams. An exaggeration.

Mr. Tipton. Would you say to what extent?

Mr. Adams. Well I don't know. The nearest I could come would be to say it was a great exaggeration. Most of the crop one way or another is being harvested. Many are doing it when they should be doing other work. Wives are working when they should be taking care of the house, but in general the crop is being harvested. They are working far longer hours than they like to work the asparagus. Our season has been favorable. If there had been very hot days, it would have been bad.

Mr. Tipton. What is the prevailing hourly wage rate for asparagus cutting?

Mr. Adams. Forty cents an hour. One man told me he was paying 50 cents, but 40 cents is more general, but there is very little of the cutting that way.

Mr. Tipton. What is the rate when it's done on a piece-work basis?

Mr. Adams. That depends on whether the cutting is for canning house or bunching. The prevailing rates for canning are $1.75 a hundred—2¾ cents a pound for cutting and bunching.

Mr. Tipton. Why is there a difference of $1 in the two operations?

Mr. Adams. I think because the asparagus for bunching has to be a much higher grade. It has to be sorted. Many don't bother to bunch. All of it goes to the canning house.

Mr. Tipton. Do you have any impression as to what percent of asparagus in the region goes to the canning houses?

Mr. Adams. No, I don't. A very great deal goes to the canning house but as far as figures are concerned, I don't know.

Mr. Tipton. How much longer will the asparagus season last?

Mr. Adams. Up to the 1st of July. Early July is about the end.

OTHER LABOR REQUIREMENTS

Mr. Tipton. What will be your next labor requiring crop?

Mr. Adams. Strawberries.

Mr. Tipton. I think you said awhile ago that you have had calls for some tomato setters and that tomato setting would overlap.

Mr. Adams. But that doesn't constitute a big problem. It only adds to the other as it only lasts a few days. For example, a man wants six setters for Monday morning but they'll only have 3, 4, or 5 days' work. It's just a job and then they're done. It's not a long proposition like asparagus.

Mr. Tipton. When do strawberries usually begin?

Mr. Adams. We are estimating about the 25th of May. Actually it would be the 1st of June. We grow only a few of the early varieties.

Mr. Tipton. How many acres are grown in the county?

Mr. Adams. I don't know.

Mr. Tipton. Could you give any idea as to how many strawberry pickers are needed at the height of the season?

Mr. Adams. No; I couldn't, but I believe we have orders for 375 and that isn't anything like what will be called and we won't be called on to supply all of them. Some of the orders we have had for a considerable time. And it's still a good 2 weeks before strawberries are coming in and then following them, snap beans, string beans are requiring a great amount of labor. I don't know accurately but we grow a lot for market and Deerfield canning factory.

Mr. Tipton. Do you have any impression as to number of bean pickers required?

Mr. Adams. No; but Seabrook gave us an order for 1,500 last spring.

Mr. Tipton. Are string beans an early summer and spring product?

Mr. Adams. Early summer and right on through. They make plantings up to frost and the first are right after strawberries or overlapping.

Mr. Tipton. Have you had calls for bean pickers this year?

Mr. Adams. No, it's too early. We have some orders but there is no picking yet.

INTERSTATE CLEARANCES

Mr. Tipton. Has the service requested transferrals from other States?

Mr. Adams. Yes.

Mr. Tipton. Do you recall what States have been solicited?

Mr. Adams. North Carolina. This year, I don't know. They take care of those details through Trenton.

Mr. Tipton. You don't know whether or not any clearances have been requested from Florida?

Mr. Adams. No; I don't, but there is a Mr. Baker that is working down in Florida I believe in the interest of the canners and county boards of agriculture for this section and I believe there has been some effort to get some up.

Mr. Tipton. Is Mr. Baker connected with the United States Employment Service?

Mr. Adams. No; no one I know knows who he is connected with.

Mr. Tipton. So far as you know, have any number of workers come into Cumberland County recently from points south—North Carolina, Virginia, or Florida?

Mr. Adams. I don't know only what I overhear but I would say quite a number. Somebody I was talking to, he will say that he or his neighbor got a bunch from North Carolina, Virginia, and so forth, but I don't know how they got here. Last summer there were a lot that claimed that they came from Florida in Cumberland County.

Mr. Tipton. Thank you.

TESTIMONY OF KENNETH S. ROBERTS, FARMER, NEAR BRIDGETON, N. J., MAY 9, 1942

Mr. Tipton. What is your name, address, occupation and what organizations are you connected with?

Mr. Roberts. Kenneth S. Roberts, Rural Delivery 1, Bridgeton, N. J. I'm on the executive committee of the county board, which is the farm bureau; delegate to State farm bureau. I'm on what originally was the land-use labor committee, inter-State migratory committee subdivision, State committeeman on A. A. A., also on selective service board. I am a farmer. I have been farming 18 years here and, on or off, for 30 or 35 years.

Mr. Tipton. How many acres do you farm?

Mr. Roberts. Ninety-five acres, 85 tillable. There are 52 acres of asparagus, around 12 acres of can-house tomatoes, 4 to 10 acres of corn, and some hay.

Mr. Tipton. Your most important crop is asparagus. Do you dispose of that asparagus to a canning house or to the fresh market?

Mr. Roberts. For about 9 years I have sold to processors, before that I sold on the fresh market. I have grown, in the past, a good many different types of vegetables and in the last few years I've concentrated on tomatoes and asparagus. In the past few years I've increased my acreage in asparagus from 8 acres in 1925, and during the thirties I brought it up to the present acreage.

LABOR REQUIREMENTS

Mr. Tipton. Do you hire any year-round farm hands?

Mr. Roberts. Yes, I have one man steady, paid by the week. He lives in the tenant house. He gets the house and privileges—house, fuel, milk, potatoes, and anything that grows on the place.

Mr. Tipton. How about your labor requirements for the rest of the year, for planting and cultivating?

Mr. Roberts. The man and myself do all the planting and cultivating outside of at the time digging asparagus roots or planting new beds, I may employ help by the day. During the winter I employ some day workers. There is a good deal of fuel needed in here.

Mr. TIPTON. How about your seasonal harvest labor requirements?

Mr. ROBERTS. Around the 20th of April I get them in for asparagus and that lasts until approximately July 10, then they stay here as a rule in what we call the shacks or barracks and some of them help harvest tomatoes, possibly 25 to 40 percent, and the rest work on nearby farms. The same labor is used for odd jobs like hay and corn harvest or weeding. I grow also, generally, an acre or two of asparagus roots for new beds for myself or to be sold.

Mr. TIPTON. Now from the 20th of April to the 10th of July what are your requirements in terms of numbers?

Mr. ROBERTS. I should have about 12, I mean 12 good cutters. The type of labor I have been having this spring, I need 14 to 16.

Mr. TIPTON. So that a good cutter can handle something between 4 and 5 acres?

Mr. ROBERTS. Yes, we do this job here on what we call a complete job basis. Most of the growers for processing do it on a complete job basis. That means that they cut, pick up in the field and haul or load on the truck. If there are 12 men, for instance, in the gang, 10 of them will practically cut all day and the other two pick up. There is a cart furnished and they pick the grass up, put it in boxes, bring it up to the building and load it on the trucks ready to go to the canning house.

Mr. TIPTON. So that with this same migrant Negro labor they have been averaging about 4 acres a man. Is that a fairly good acreage for one man to handle?

Mr. ROBERTS. There are cutters who will cut as much as seven acres a day. They are exceptionally good cutters, but 5 acres would be near an average good cutter's capacity. I had six here this week and they were only doing 2 acres per day per man which was very low, and they were putting in more hours than they should have. They should put in 5 to 5½ hours.

ASPARAGUS CUTTING

Mr. TIPTON. How often can a field be cut over, or how often should it be cut over?

Mr. ROBERTS. Every 24 hours except when the weather gets cool which is the main influence on it. After a heavy rain which will cool your ground down, and cool weather combined, the cutting is very low. A bed produces in my experience so much in a season. You either get it over a short period or over a long period. If it is low in the beginning it is heavier later on. Now these flushes we have had in the last few days—flushes are a heavy growth—take a certain amount of pep out of it and after that's gone through a certain length of time there is slowing down regardless of weather conditions.

Mr. TIPTON. Can you estimate the time the crew spends in the fields?

Mr. ROBERTS. I can't accurately give you the time, I haven't kept a record—through neglect on my part, but also because of other things pressing you all the time, but it ranges generally about 6 hours a day. That is through the season. Some days it goes up to 8 and lots of days drops down to 4.

Mr. TIPTON. Is it necessary to get the cutting started early in the morning before the sun gets too hot?

Mr. ROBERTS. Yes; for two reasons. The first is the cutters' point of view that the first 3 hours in the day they can cut the most—it's cooler and they have more pleasant conditions and the other reason is a manner of protecting the beds for quality. After 11 o'clock the grass matures faster and begins to blow—the heads open up. For that reason you like to get done by noon or 2 o'clock but in a flush you may work up to 4 o'clock.

Mr. TIPTON. Then as far as your operations are concerned, after your asparagus is over, tomatoes are next?

Mr. ROBERTS. Yes and there is a lag in my farm operations of possibly 2 to 3 weeks where I don't have anything particular for the help outside of hay or hoeing or something like that, but that seems to fit in pretty well because asparagus is hard work. They generally like that spell in there to kind of take it easy.

Mr. TIPTON. What type of labor have you had prior to this year?

Mr. ROBERTS. Well back in the twenties, I used Italian family labor. That was mostly for bunch stuff. Then along in the early thirties, about 8 years ago, I commenced using migrant southern help from the peninsula of Virginia and I've used that up to the present.

Mr. TIPTON. That's colored?

Mr. ROBERTS. Yes.

Mr. TIPTON. What has been your experience with this labor?

Mr. ROBERTS. It has been pretty fair labor. When I brought them up here there wasn't a man in the crew that ever cut asparagus and they were broken in and each year, I would say, that there was half of them that hadn't any experience but the other half were with me or some one else before and a good many of these came back year after year.

LABOR SUPPLY 1941–42

Mr. TIPTON. What has been your experience with labor this year?

Mr. ROBERTS. It's very bad. This isn't necessarily 100 percent so over the whole area because some growers have had gangs that they either had before or have been lucky enough to pick up, or some they have been able to break in. The trouble with my first gang that came from Maryland was it was too hard work for them and I would say I was four cutters short—they didn't show up. That threw more work on them and then with the flush of grass pretty near right off the bat that didn't give them a chance to break in. There were other reasons, too. There was a troublemaker in the gang but they decided they wanted to quit. I asked them to stay until I could get some others, which they did. Then I got another gang that was recommended to me as being up here last year picking tomatoes that were very good. They were from Florida and I wanted them to come down to the shacks—they were staying in Salem—which they didn't seem to want to do, yet they said they would. They were here 3 days. Some of them would have made cutters in a week or so but you couldn't tear them loose from Salem and they never got here until quarter of 7 at the earliest and down to half past 9. It's impossible to cut grass starting with those hours so they decided they'd leave. Then I got a gang of whites—in between I picked up two Florida Negroes and four from Port Norris who came from Maryland somewhere, oystermen, I guess they were. They were the ones who could cut only 2 acres a day. Then this white gang came in here and asked for the job. They're made up of one family with children—four in the family cut—a lot of young men or boys, one or two married and some single girls. It's made up of about two families with one or two odd men in it. The headman's name was Tom Small. His wife may be Italian but I'm not sure. The other's name is Guy. I don't know what they are. At times they talk with a foreign language. I thought maybe they were Poles.

Mr. TIPTON. Are they still with you?

Mr. ROBERTS. They are here now. There are nine of them cutting but the girls aren't much good and none of them are good cutters. I'll either have to get them straightened out or get rid of them. See, in cutting for a canning house we have a 4½-inch minimum of green on the stalk. Anything under that we get paid nothing for and then there is the matter of blown heads we get nothing for. Even with good cutters, you've got to keep hammering at them. The weather has something to do with it and then some of them are careless and they make mistakes. When they go through a bed they've got to get everything fit to cut especially in hot weather because it will be blown next day. By poor cutting you can take a terrific loss. I might say that nobody knows much about asparagus and possibly the State college knows less than the growers, and we know very little about it.

CROP LOSS

Mr. TIPTON. What has been your experience so far this crop season with regard to getting your crop out of the ground?

Mr. ROBERTS. I was to cut 52 acres over 4 weeks and 42 for the balance of the season. The reason for that is a young bed which you only cut so long. The 10-acre young bed was cut over once very early. That hasn't been cut since and won't be cut because it's too late to do anything about it. Thirty acres of the old bed hasn't been cut since May 2, Saturday. On Wednesday I put a road scraper on it and scraped off the stalks that had grown up 3 to 4 feet high, then I had to put some labor in to try to clean up what I couldn't scrape off and I hope in about 5 to 7 days, according to weather conditions, that I can start in cutting that again, if I have sufficient labor.

Mr. TIPTON. That means that you were only able to keep 12 acres under control?

Mr. ROBERTS. Yes; it has been under control, outside of 1 day, so far.

Mr. TIPTON. So that out of 52 acres, only 12 acres have been properly handled?

Mr. ROBERTS. Yes.

Mr. TIPTON. Twelve good, or from 14 to 16 fairly good, cutters would have been able to handle your 52 acres properly?

Mr. ROBERTS. Yes, I might say that beds vary as to their yield both from the way they are managed and soil conditions. My beds cut very heavy before this real flush came. They generally always do. I'm generally a day or two ahead on a flush and for that reason I got off considerable poundage before the flush came and my flush here wouldn't be in the same ratio as were some of the others. I've seen just as many years just as bad a flush and some worse. It seemed to come on from Friday until Monday very heavy, but when you have a good rain for 3 or 4 days ahead of it, when that real flush period hits you, it has a tendency to keep the flush down. Asparagus only has so much vitality stored there and if you can get it over a longer period you get away from the flush. Of course the weather has most to do with the daily yield.

Mr. Tipton. Would you give me an estimate of the net loss that you think you have suffered in terms of dollars and cents on asparagus this year, because of inadequate labor?

Mr. Roberts. I'd have to look that up to say. I can make a wild guess but I don't think—I don't have a great deal of facts in back of it. I suppose on an estimate of this kind, in view of the fact that certain things are impossible to estimate that it is necessarily more or less a guess anyway. Well, I dropped something like one quarter in yield. That possibly wouldn't be so in money. Around two-thirds in money—I'll guess at it without being able to prove it to myself what I was losing net—around $150 a day. I don't think that is an overestimate. It is probably considerably under.

Mr. Tipton. Would this estimate be for a 60-day period?

Mr. Roberts. No; 10 to 14 days. No; it will drop down to $100. Last year we had a relatively even yield and to show you, here is the 2d of June [examining records]. We had about 1,800 pounds yield in 1941 which is fairly heavy at that time and then up here on the 1st day of May we had 3,605 pounds but this May 28 figure, 2,328, would be called a flush too.

Mr. Tipton. You have your flushes later in the season but they are never as heavy as early flushes?

Mr. Roberts. Yes. That would depend on the weather. I think that is all the real basic cause of that is the ability of storing food, nitrogen in your crowns that gives you those peaks according to how the bed is treated or the natural soil conditions. Here on the 5th of May I only had 885 pounds and on the 25th of April I had 3,018 pounds. This is pay weight or pay grass, not gross. Of course, on May 5 I was only cutting 12 acres of grass.

WAGES

Mr. Tipton. Has it been necessary in this region to increase either day wages or monthly hired wages, or this group piece work rate this year?

Mr. Roberts. Yes; that is true in all three cases.

Mr. Tipton. How about monthly hired hands compared with last year?

Mr. Roberts. I might say, before I start, we increased last year, this year and '40. I think in 1940 I paid my yearly man $11 and the privileges, '41 he got $12 a week. This year he is getting $14. On asparagus cutters, this was paid partly on a bonus. I'll give the total that they got. They got $1.25 a hundred. In 1941 they got $1.35 a hundred pounds. This year, I started out at $1.65 a hundred. At the present time I'm paying 50 cents an hour.

Mr. Tipton. That $1.65 that you started out with, did that include bonus?

Mr. Roberts. Yes.

Mr. Tipton. That bonus is paid only in case they stay through the season?

Mr. Roberts. No; I paid all help $1.65, in fact, some $1.70 this year.

Mr. Tipton. The purpose of that bonus system is to keep them through the season but, in view of the circumstances, you paid them at the agreed rate plus the bonus?

Mr. Roberts. Yes.

Mr. Tipton. This crew that you have here now, you are paying 50 cents an hour and how about labor by the day?

Mr. Roberts. Well, I hired very little this winter, but it would have been about 30 cents an hour and the winter before, possibly 25 cents. I think I hired quite a bit of labor at 25 cents the winter before. Last summer I paid to this outside labor 30 cents for hoeing, and so forth. This year I haven't used any and it would be about 40 cents I think.

HOUSING

Mr. Tipton. Do you have housing here on your place for the number of asparagus cutters you need or do you get them from town?

Mr. Roberts. No; I have housing here, three houses. You want the size of them?

Mr. Tipton. Yes.

Mr. Roberts. One house is 16 by 25 feet, the other house is 20 by 20, and the third is 20 by 30.

Mr. Tipton. These three are in addition to your regular tenant house?

Mr. Roberts. Yes.

Mr. Tipton. How many families or people will these accommodate?

Mr. Roberts. I used to keep 12 and 13 in the two houses and last year I built the large house, the third one, so that I figured that they would handle around 14 people.

Mr. Tipton. Do most of these workers have families, the children of which do not work?

Mr. Roberts. They are mostly single men and, generally, one or two women.

Mr. Tipton. Do the women cut too?

Mr. Roberts. Not of recent years. Though I had women cutting this year and have them now. For the last 4 or 5 years the women haven't been cutting.

Mr. Tipton. Have you used the Farm Placement Service of the United States Employment Service?

Mr. Roberts. Yes; I had an order in there weeks ago for cutters, a formal order. I didn't get results from it.

Mr. Tipton. Do you remember how long ago that was?

Mr. Roberts. I don't know. I wrote a letter to them. I don't think I've got a copy here. It's down at the county office. I stated what I needed and what I would pay and then maybe a week later they came out and I signed a formal card. Then, I think last week sometime, I called to find out if they could do anything and they just didn't have anything. Along about Monday their representative brought four men from Port Norris in here, about the 28th. They were from Maryland. Then they offered to bring some more men in here about 3 days later—five men. At that time I had just hired this white crew and I still had the six that were already here—at least I thought I still had them and I couldn't give them an answer, one way or another. I went out to the shacks and found these six were going to quit and I figured if the quality of the five coming was as poor as the six here I'd try to work with the white gang rather than mixing them up. So I turned those five men down.

CRITICISM OF GOVERNMENT AGENCIES

Mr. TIPTON. So that they offered to have them here. You know they had five men available on their lists whom they could give you?

Mr. ROBERTS. Well, I had their field representative's word, which I don't doubt. He was getting them through a certain man in Port Norris. One man was interviewed who wanted to cut up here and he was going to bring the other four. There is no assurity in that though. They don't always show up. I'd like to make a remark somewhere in here on the placement service, and I want to give all due credit to the local men. I think they are trying everything they can. It simply has fallen down 100 percent. Of course, you say they brought me so many men. It was always inadequate and of unknown and poor quality and it was not brought at the time we needed it and there was plenty of warning.

I have been on a committee that for a year and a half have fought with Government representatives and farmers to get things across and try to use cooperation with both the farmers and any government sources, State or Federal. They simply didn't have a thing lined up. The farm organizations put up some money and got some men down in Virginia. We have a contact in Florida which has gotten some men up here, I think, but the trouble for individual farmers is to be able to get that thing worked out so that he can get some result out of it. I've spent a good many dollars in telegrams and telephone calls trying to get labor lined up, but I didn't know that the man in Florida knew what I wanted or didn't know if he can get action. In fact, the first telegram I sent he couldn't get action for some days. That threw me out and I had to hunt for something else. As I see it, especially under the conditions existing, it is an absolute duty of the Government, not to the farmers, but to the Government itself and to the people, to supply labor where needed and necessary, if procurable and I think that they've simply fallen down with all their agencies that they have set up so far. I think they have to get men in the areas where there are pools, and there are pools in these areas, Florida, for example. If they could have gotten them up here. I think it is part of the job of the Government to transport those men. It is pretty expensive when we have to send money down there—$20 to $25 a head to get men up here—to irresponsible and unknown individuals. We do try to save our necks, but we can't keep on doing it that way and I think they should enter into the transportation side of it. They should get these men here. Certainly if they don't do that, there ought to be somebody that will receive my money and buy a ticket and take off half of the risk of not getting them up here. We have been working on it here but where do we get?

TRANSPORTATION DIFFICULTIES

Maybe if I spent less time on committees and went to look for help, I might have got somewhere. We used to go down to the Eastern Shore with trucks and bring a gang up. The truck was sheltered, and so on, but the people down there resented it and had laws passed. They also used mob intimidation and then the I. C. C. and the State motor-vehicle people got to riding us for everything and it got to be impossible to use that transportation. I went down there this year to bring a crew up. I was down there on a Sunday. I had to advance $45 for them. They didn't know how they were going to get here and bring what they wanted to bring. If I could have run my truck down, I could have done it for $25 and it would have been a better mode of transportation. Altogether it cost me $50, or better, to get 10 people up here.

Mr. TIPTON. So far this season have you seen any of the Negroes who have worked for you before this year?

Mr. ROBERTS. Just from a distance. Some who worked for me are working up the road. A few of them have come back—some of that general crowd. They split up and then some went up the road a mile or two. Some stayed all winter. I put them out the 1st of November and they went up the road and stayed over the winter. I guess five or six of them—they have scattered somewhat.

Mr. TIPTON. Now this fellow who you said was down in Florida contacting labor, do you know of any actual laborers that he has been able to get up here?

Mr. ROBERTS. I understand there was a busload that came into Swedesboro area—around 28—and about 35 came up in Burlington County. There is a man in Florida, by name of Baker, who is routing some up. I have a telegram down there now for Cumberland County asking for 30 or 35.

Mr. TIPTON. Do you know where Baker got these 28 in Florida?

FARM SECURITY MIGRATORY CAMPS

Mr. ROBERTS. No; somewhere in central Florida—I don't know where. I have a compliment for F. S. A. I had a Negro and his wife from Florida, and they had been in one of the migratory camps, and they looked at my houses. It was dark, and she said I like the houses all right, but they wanted me to supply them with a bed. Then they went on to say how nice these migrant camps were—no rough stuff, clean, and so forth. I offered to get the bed for them, but they didn't show up.

Mr. TIPTON. What is your attitude toward the F. S. A. migratory camp program?

Mr. ROBERTS. I think it's a good program. I think it's a very good program. I've taken enough raps over the damn thing, but I think they would have done away with a great deal of antagonism if they wouldn't insist upon putting these camps out on the main roads. That is, in this area they could get locations that would be good off your main highways.

In this area here, all our main roads are generally in our better agriculture neighborhoods, outside of where they go through barrens. F. S. A. doesn't want to put them in barrens because there is nothing growing there. I might say, I am favorable toward camps, but I am going to qualify that as an asparagus grower and say that I very much prefer my camps on my own place. Not that it hasn't a great many drawbacks, but when you have to get people out at the first light—which is literally so for cutting asparagus—it is better for employer and employee. If you have them at a distance there is a lag in there. I think the camps will have a good effect on employer housing—will bring it up in a great many cases. The standards need to be brought up some, and also it would form that reservoir for labor for our other crops in this area, such as beans, onions, and strawberries, and on down the line. I would like to add that the F. S. A. seems to have a strong leaning to think the employee is always exploited by the employer. This is not a fact here, if anything, it is reversed. I would suggest the F. S. A. educate the migrant that he has responsibilities and duty to the State as well as to the employer.

Mr. Tipton. As far as this problem of not getting out on time is concerned, do you think that is a problem that will be solved by proper administration of the camps and the insistence that workers do get out on time, or do you think that is a difficulty that is insuperable?

Mr. Roberts. I think that under the conditions of today, they could not put enough pressure on the labor to really get them out if they were a little tardy because it is a matter of getting up. Earlier in the season, it may be rather cool mornings and to get up in the dark—what I've seen of the southern Negroes, they don't like to get up in the dark. Now Italian labor, which I have had in the past a great deal, you can depend more on their getting on the job. An Italian, if he sees money, he is going to get it. He will get up at 3 o'clock in the morning in Bridgeton, for instance, and be out on the job on good time, but your Negro is different, and I would also apply that to the mountain whites—they just won't get out so good. At the present time one of the troubles with the labor is they are getting too much money, but to define that I mean they are getting more money than they know what to do with. You can see the effects last year. It's going to their heads. They have got the idea this fellow is getting $4 a day, I want $5. Money has nothing to do with it. It doesn't make them take that job. I really think they only want so much, and then they want so much time to get rid of it in, and possibly if the price of liquor got high enough it would make them work harder. They simply have no sense. To give you an instance here, these men I had, that cut 2 acres apiece, I offered them 50 cents an hour to cut down these beds that were growing up. The reason I didn't want them to cut on a piece basis was because they wouldn't make out so well on this basis, but they wouldn't take it. Fifty cents an hour is good wages for farm labor.

EXTENT OF LABOR SHORTAGE

Mr. Tipton. What would you estimate in numbers is the present labor shortage in this county?

Mr. Roberts. I would say it would run from 25 to 35 percent. It is an awful hard question to answer because the farmers themselves buckle down and just do a great deal of work and nearly get by and it is hard to tell just how it is. But to give you an instance. These [pointing] men are not vegetable growers. This farm here the other day was two men short—a 100 percent shortage. This man over here, a potato grower and a dairy man, lost one man out of four that he had a month or two ago. When you get into vegetable growers, where we have peak loads, we lose a great deal heavier. We could run with 25 percent help less than we should have and get by in a sense but even then we would have losses—indirect losses in quality, so on like that. You can get over your asparagus beds in a way and yet you will be harvesting a lot of poor stuff and your quality drops and your payments drop. The same thing applies to the crop coming on, strawberries. Picking a lot of soft strawberries and putting them in the packs which will be done under labor shortage, drops our prices very heavily.

Mr. TIPTON. How many additional asparagus cutters would it take in this county now to remedy the situation?

Mr. ROBERTS. I suppose at the present time somewhere around 150 cutters, as there are about 4,000 acres, the best figures we have of asparagus in this county and figuring roughly around 4 acres per man, which won't cover it all, because a lot of that is bunched and it takes more help there'd be around 1,000 or 1,200 hands needed for handling asparagus.

Mr. TIPTON. You said a while ago that one of your neighbors here lost two men and another neighbor lost one. Do you know why they lost them or where they went?

Mr. ROBERTS. This one man was a native. He went to Seabrook's, I suppose in the processing factory. The other two were more or less what we call city help—came out from the employment service. They probably went back to the city. They are a typical type—in and out all the time.

Mr. TIPTON. How about selective service, has that taken a good many sons and younger hired hands out of the region?

Mr. ROBERTS. I would say, not too many. It's taken considerable of the sons out. I am on the appeal board for all this area but I don't think it is taking too many of the farm hands. I wouldn't say that's a big drain. Our big drain is the industrial plants. Most of these local draft boards through the rural counties are pretty reasonable on the farm hands. There was a tendency—a spurt along in January after Pearl Harbor—to bear down and take them. The appeal board stiffened up I feel—I have no proof of that but we all stiffened up maybe.

Mr. TIPTON. I wonder if you can tell me just what Baker's connections are here in this region? Just who does he represent here?

Mr. ROBERTS. He represents—I would say, is headed up by the State farm bureau. There are these committees that helped head this up—migrant committees. This labor committee grew out of land use committee.

Mr. TIPTON. He was sent down there?

Mr. ROBERTS. No, I think he was a native or he was down there. I'm not sure. They just made arrangements with him to shuttle labor up here—simply somebody to line them up and receive money.

Mr. TIPTON. So far this procedure seems to local growers to be working out more satisfactorily than depending on the Farm Placement Service?

Mr. Roberts. In quantity yes, but the quality's poor.

Mr. Tipton. Has the labor shortage affected your tomato plantings?

Mr. Roberts. Yes. I had an 8-acre contract which I just threw out. I know another man in the Swedesboro area—unless he has changed his mind since I saw him this week—had a 25-acre contract. He was snowed under with asparagus. The reason for this is certainly sensible and economical. If a man has a crop almost in his hands, to stop and let that go, to put something else in, isn't sensible.

Mr. Tipton. Is the fact that the tomato contracts are being canceled and the tomatoes are not being put in, due to an insufficiency of labor now for setting?

Mr. Roberts. That's it indirectly. These men are asparagus growers and every bit of labor they have got, they are trying to harvest their asparagus with, and it is simply out of the question for them to try to start planting tomatoes.

Mr. Tipton. Do you know of any cases in which growers, who are primarily tomato growers, are canceling their contracts?

Mr. Roberts. There were a good many growers who didn't sign contracts because of it. Mostly because of lack of harvesting labor, not planting. Chiefly, it is not a fear of shortage for setting but rather the fear of not having labor for harvesting. It is particularly hard to get planting done as it takes a great deal of supervision. If the growers aren't able to supervise them, you are simply throwing a lot of money away. I'll show you my own case. I wouldn't give up my contract if I thought it was at all possible to carry it through. I have put 1,500 pounds per acre of fertilizer on the 8 acres, made up of that very valuable nitrogen. I'll put something else in there—maybe corn. That doesn't give a great deal of food return compared to tomatoes. Tomatoes we want and corn we have got. It seems like inefficiency. Nitrogen the most valuable ingredient we have and important for other uses, laying in the ground doing nothing.

Mr. Tipton. What is the per acreage cost for growing tomatoes?

Mr. Roberts. $110 per acre.

Mr. Tipton. If you got any adequate tomato labor in a week, would it do any good or is it too late for that deal?

Mr. Roberts. If I got adequate labor—adequate also covers enough skillful, not just numbers.

Mr. Tipton. How about in 2 weeks?

Mr. Roberts. No, that's getting too late. We have found out that we have to get our tomatoes in by the 15th of May. After that our yield really drops off and when I grow tomatoes, I look at it this way—I've got to have everything hitting 100 percent to make any money. The price of tomatoes isn't too high for the costs. Last year I started out at 6½ cents for picking and I got it up to 8 cents and so on and ended up for the last two pickings at 10 cents. That's $6 per ton for harvesting and I don't think it will be any lower and if it's like asparagus, it's likely to be 15 cents.

Mr. Tipton. Do you recall what tomatoes sold for per ton?

Mr. Roberts. $18 per ton. I didn't sell on grade. That's right to the cannery. Even when you don't sell on grade you have to meet a fairly good grade. That's field grade. They're just picked and put into the container.

LABOR RECRUITING

Mr. TIPTON. Do you think the Farm Placement Service will be able to help you?

Mr. ROBERTS. The Placement Service has just fallen down 100 percent through arbitrary rulings. When they first got clearances going, we were trying to get them on 24 hours. They promised to get clearances in 24 hours and it's taking 3 weeks.

This was what held up the local office on my application and evidently there isn't much being done through the local office. They have a field man and he scrapes up what he can and I hope if the Federal Government takes over the placement service it will iron out some of the frictions between States. They have a pool down there and they are not using it. In normal times in Virginia and on down, they have just about four men to do one man's work and back in the depression they were paying 10 cents an hour. Down there now, they have various industrial plants, but there is still a huge pool. When you get to Carolinas it gets thicker and thicker.

Mr. TIPTON. Have you tried to get labor from Virginia or the Carolinas this year?

Mr. ROBERTS. No; we have been afraid to go down there to try to get them. We have had two men held up under $500 bonds.

Mr. TIPTON. Do you know what the charge was on the $500 bond?

Mr. ROBERTS. It was something like procuring labor without a license. I think it is $50 or $100 for a license if you want to recruit labor. Back some time ago—years ago—I was down there and about 4 days after I came back some people from up here went down and a mob got ahold of them and smashed up his windshield and unloaded all coons and told him to get across the State line. That was in Virginia. I was down there 3 days before that and got my help out of there and then this man came back without the load and had some glass broken and a good scare put in him.

Mr. TIPTON. They had excess labor there at that time?

Mr. ROBERTS. Yes. The reason for our driving into the South for labor is the lack of the old migratory labor which we used to get 10 to 15 years ago—the Italians. Much of this used to come out of Philadelphia and Camden. Some Italian labor settled in Bridgeton They moved out here in the shacks in the beginning of the season, but that Italian help is simply dried up for a great many reasons. Laws on child labor and school laws in Philadelphia throw a scare into them saying they won't get their welfare allowances. Here's a thing I'd like to bring out though. It was three Sundays ago, when I was in Crisfield. We were back interviewing some of these laborers and two or three of them came over where we were and, no, this fellow didn't want to go, and so, we asked them why. One of the men said the main reason was they have unemployment insurance and it averages about $8 a week. They can live down there very nicely on $8 a week and when strawberries come on, they may pick them. They generally get by and that won't interfere with their unemployment insurance. These are oystermen. There was plenty of help down there but it was difficult to get those people out. I think the same applies to the southern Negro. If the price is attractive enough you can get him out, but his idea of his value is skyrocketing and he does not like too much work.

Mr. TIPTON. Thank you very much for your time and information.

TESTIMONY OF JOE BROWN (NEGRO) MIGRANT, BRIDGETON, N. J., MAY 10, 1942

Mr. TIPTON. What is your name and address?

Mr. BROWN. Joe Brown, Fort Lauderdale, Fla.

Mr. TIPTON. How long have you been in Florida?

Mr. BROWN. Thirteen years.

Mr. TIPTON. Year round?

Mr. BROWN. No; just in winter.

Mr. TIPTON. Where do you go in the summer?

Mr. BROWN. Come back up to Salem or Bridgeton.

Mr. TIPTON. How many years have you been coming to Bridgeton or Salem?

Mr. BROWN. Six years.

Mr. TIPTON. Did you come up to the North the other 7 years, after you went to Florida?

Mr. BROWN. I did. I came to Salem.

Mr. TIPTON. So that you have been coming up here every summer for 13 years, the last 6 years to Salem or Bridgeton?

Mr. BROWN. Just last 6.

Mr. TIPTON. Who do you work for when up here?

Mr. BROWN. H. J. Heinz.

Mr. TIPTON. How long have you been working for them?

Mr. BROWN. Ever since I have been coming up here—6 years.

Mr. TIPTON. What do you do?

Mr. BROWN. Stack glass and working in the warehouse.

Mr. TIPTON. When did you leave Florida?

Mr. BROWN. Last Wednesday.

Mr. TIPTON. How long did it take you to get here?

Mr. BROWN. I got here Friday.

Mr. TIPTON. Did you start out alone?

TRAVEL IN GROUPS

Mr. BROWN. No; 3 trucks and 19 cars.

Mr. TIPTON. How many did you have in your car?

Mr. BROWN. Six with myself.

Mr. TIPTON. How many were in the other cars?

Mr. BROWN. Average five or six in each car.

Mr. TIPTON. How many on the trucks?

Mr. BROWN. Well, the trucks averaged 30 each.

Mr. TIPTON. Have any of those people arrived yet?

Mr. BROWN. One truck.

Mr. TIPTON. Where is it?

Mr. BROWN. Up around Newport.

Mr. TIPTON. Is that Seabrook's?

Mr. BROWN. They came out there and put some of the folks at Seabrook's and then went on to Newport.

Mr. TIPTON. Had some of those people worked for Seabrook before?

Mr. BROWN. That's right.

Mr. TIPTON. Were all those 19 cars and 3 trucks coming here to Bridgeton?

Mr. Brown. No; not exactly. They stop off in Virginia or up where you can find work. They stop and work some, if possible. If they can't find work, they come on up.

Mr. Tipton. What were you doing in Florida?

Mr. Brown. I picked some greens and worked in a filling station.

Mr. Tipton. Was the season all over when you left?

Mr. Brown. Just about, on account of high water

Mr. Tipton. Did you have any trouble getting up here?

Mr. Brown. No; I didn't.

Mr. Tipton. How are your tires?

Mr. Brown. Fair.

Mr. Tipton. Why did all these people start together?

Mr. Brown. Because it's easy that way—they are cutting all the gas off, and a lot of fellows that wanted to come didn't come because they didn't have any tires.

Mr. Tipton. Did anyone else want to come along with you besides the six?

Mr. Brown. Yes; one woman. I was loaded and couldn't take her.

Mr. Tipton. Did she offer to pay you?

Mr. Brown. Yes; she did. We generally charge $5 or $6 but she wanted to give me $10, but I couldn't take her.

Mr. Tipton. How much do they usually charge by truck?

Mr. Brown. Well, they charge them $8 with luggage. If they don't have any, between $6 and $7—about $8 this year. If they have luggage, this year about $8.50.

Mr. Tipton. How long do you expect to stay here?

Mr. Brown. Till about Christmas, working at Heinz. If not there, around Swedesboro and picking potatoes.

Mr. Tipton. What will you do after Christmas?

Mr. Brown. If I continue to work, I'll stay on. If not, I'll go home, if I can get tires. I have to have some tires to do that.

Mr. Tipton. You can't go back to Florida on the tires you now have?

Mr. Brown. No. A lot of fellows would come up if they could get some rubber. That's the main trouble.

Mr. Tipton. Do you have any idea how many?

Mr. Brown. A half of a quarter wanted to come. About a thousand in those quarters. About half wanted to come.

Mr. Tipton. Whose quarters?

Mr. Brown. Bud Lyons' quarters.

Mr. Tipton. Do you know of any other quarters where the same thing is true?

Mr. Brown. Around Pompano, the same is true.

Mr. Tipton. Who owned these three trucks you told us about?

Mr. Brown. A couple of fellows get together and make a down payment, but they let just one fellow buy it.

Mr. Tipton. Was there anybody from this area down in Fort Lauderdale or out at Pompano recruiting people?

Mr. Brown. There was a man from out Seabrook's who was. I did know his name but I forgot it. He said he could use two or three thousand workers when the beans were ready.

Mr. Tipton. When would the beans be ready?

Mr. Brown. He said about the third week in June.

Mr. Tipton. What were they going to do in the meantime?

Mr. Brown. There would be some asparagus to cut for the men folks.

Mr. TIPTON. Have you ever cut asparagus?

Mr. BROWN. I have.

Mr. TIPTON. Have most of them cut asparagus at one time or another?

Mr. BROWN. Most of them have.

Mr. TIPTON. Do you know when you are going to work for Heinz?

Mr. BROWN. Monday morning in the warehouse.

Mr. TIPTON. What pay do you expect to get?

Mr. BROWN. Well, he didn't make no definite price. Last year a cent a pound for beans.

Mr. TIPTON. What do you expect to get from Heinz?

Mr. BROWN. About 50 cents an hour.

Mr. TIPTON. How does that compare with what you can make in Florida?

Mr. BROWN. I'll tell you, when beans is good, you can almost double that. If the beans aren't as good you don't do so good. They can make $7 or $8 a day picking beans if they're good.

Mr. TIPTON. Have you ever been in one of those F. S. A. migrant camps in Florida?

Mr. BROWN. The project you mean? That's what we call it. No; I never did stay there.

Mr. TIPTON. Have you ever visited one?

Mr. BROWN. Yes; they are nice. I stayed in Fort Lauderdale. They generally are filled up when we get there. Some people stay in them year round. Don't take them long to fill up when they start to come in.

HOUSING

Mr. TIPTON. Where do you live in Fort Lauderdale?

Mr. BROWN. North Sixth Avenue.

Mr. TIPTON. Are there quarters there?

Mr. BROWN. Right in colored town but there is a lot of houses. Plenty of place for them to stay. You get at least about 1,000—you pick them up and take them to pick beans.

Mr. TIPTON. How much rent do you pay?

Mr. BROWN. Rent runs pretty high from $2.50 to $3.25 a week for one room.

Mr. TIPTON. How big a room?

Mr. BROWN. A very small room—just enough for you to turn around in.

Mr. TIPTON. How many feet?

Mr. BROWN. About 10 by 12.

Mr. TIPTON. How many of you in a 10 by 12?

Mr. BROWN. Just two—just a man and his wife, or just men. Sometimes they put two beds in there and let four men stay in there but they have to pay more.

Mr. TIPTON. How about a man who has a family?

Mr. BROWN. Put two beds in there but they have to pay more.

Mr. TIPTON. What kind of shelter do you expect to find here?

Mr. BROWN. Well, just about the same I expect. Heinz don't own no quarters at all. You just go over after work and just stay wherever you find room. I am staying in the country—it's cheaper.

Mr. TIPTON. This room you had in Fort Lauderdale, did you cook there?

Mr. Brown. Most of the rooming houses had a community kitchen—everybody cooks there. Up here though, if it wasn't for Seabrook, we wouldn't have no place to stay. He had Italians in his quarters—last year was the first year he let colored people stay there.

Mr. Tipton. I understand there are a couple of project camps opening up—one on Seabrook's place, but not just for his help, and another about a mile outside of Swedesboro. They're going to be open soon.

Mr. Brown. I'm sure the boys will be glad to hear that about the camps.

Mr. Tipton. Thank you.

TESTIMONY OF W. E. WAINWRIGHT, VICE PRESIDENT, P. J. RITTER & CO., CANNERS, BRIDGETON, N. J., MAY 10, 1942

Mr. Tipton. Will you please give your name, address, and occupation?

Mr. Wainwright. W. E. Wainwright, Bridgeton, N. J.—P. J. Ritter Co., vice president.

Mr. Tipton. What business is the P. J. Ritter Co. in?

Mr. Wainwright. The packing of tomato products and asparagus and we were packing pork and beans and spaghetti but they're out now.

Mr. Tipton. Can you give me an idea of the size of your operations particularly with reference to tomatoes and asparagus?

Mr. Wainwright. You mean in cases?

Mr. Tipton. Yes.

Mr. Wainwright. I could get those but I don't have them available—asparagus and tomatoes packed. Seventy-five or eighty percent of our production, tomato products, and the balance asparagus. That includes no dry-packed items.

Mr. Tipton. Have you any observation that you would care to make about the field and packing-house labor situation?

LABOR TURN-OVER

Mr. Wainwright. We can tell you about what we have seen, so far. The labor problem hasn't been so acute as yet. In '41 at this time we had about 200 employees—male and female. This year we have about 460. We have advertised over the radio and newspaper for female help but we haven't got even enough to take care of our needs, so far. We have expected to put on busses to go to these outlying sections so we can get as much of that help as possible. Of course with gas rationing coming on it is going to be more important than ever that we do that. Last tomato season we had difficulty in securing help for our operations. The quality of help was poor and below our usual standard. It was necessary to hire partially disabled men, and fit them into the jobs. Because of this it was necessary to hire extra help to get the same amount of work completed. We had trouble in keeping the employees on the job. The labor turn-over was the greatest in the history of our business. Our normal working force is approximately 600 at the peak of the tomato season.

Last year we had a total of 1,400 different employees on our records during a 10-week packing operation to maintain a 600 force. We have noticed a definite shortage of female help and this may be caused by increased earnings of the husband or larger demand for women in other fields. We have placed men in jobs formerly handled by women, wherever it is possible to do it. We have also planned increasing our tomato packing as the Government has asked us to do and if we have the same trouble as last year it doesn't look as if we will have sufficient help, although this Government labor camp that is contemplated might help along this line. It is also necessary to hire minors between 16 and 18 years of age, but their time is restricted by State laws to 8 hours a day. This causes us to get extra help to fill out a normal working week. This will give you some idea of what we are up against. We have had a turn-over in one week of 114 percent to keep our operations going. We have now around 460, whereas this time last year we had only 200 and we are short now possibly 40 or 50 female help.

Mr. Tipton. Why, in your opinion, did you have the higher turnover last year?

Mr. Wainwright. I think it is the quality of the help, for one thing, and the independence of the employee. Some of them would work for 15 minutes or a half hour and they just wouldn't come back. We had the work available but of course the defense industries are paying higher rates, and work fewer hours.

TRANSPORTATION

Mr. Tipton. You mentioned that you were planning on putting on busses to bring in labor from nearby areas? Have you arranged for such busses?

Mr. Wainwright. We have hired school busses to make these trips for us. Arrangements have already been made. I think we will be able to pick up some extra help that way.

Mr. Tipton. How far from Bridgeton do you plan to operate those busses?

Mr. Wainwright. About 10 or 12 miles average. A lot of housewives would get here if they had the means to do so.

Mr. Tipton. How has your labor force in the past been divided between transients and local? What is the percent?

Mr. Wainwright. I don't know the percentage, but the transients would be small in comparison with the total. Most of it is nearby and within a radius of 15 to 20 miles.

Mr. Tipton. Do you hire any Negroes at all, or are they all white?

Mr. Wainwright. No, we hire both.

Mr. Tipton. Are they transient or local?

Mr. Wainwright. They have been local, but there may have been some transients.

Mr. Tipton. Are they hired for particular types of jobs?

Mr. Wainwright. We generally try to put them in special jobs—preparing of the tomatoes or asparagus.

FARM SECURITY ADMINISTRATION CAMP

Mr. Tipton. You mentioned something about the establishment of a migratory camp—I wonder if you could tell me a little more about that and how it will help solve your own problems?

Mr. WAINWRIGHT. If the farmers get sufficient help at that camp, I think there will be available labor there and, I think, they should be able to work in canning factories.

Mr. TIPTON. You think you might be able to get a certain amount of help yourself from the camp?

Mr. WAINWRIGHT. Yes.

Mr. TIPTON. On the other hand the labor would be available to farmers so they could get their crops to you?

Mr. WAINWRIGHT. I think the farmers would get first pick on help that was there, and any surplus, we'd get. I may be optimistic about that.

Mr. TIPTON. From the standpoint of asparagus what have been farmers' reports to you with regard to availability of cutting labor?

Mr. WAINWRIGHT. They say it is short and they have a job holding them and they've had to increase rates. They have been paying them so much for cutting asparagus and they become dissatisfied and quit.

Mr. TIPTON. How is the price compared to last year?

Mr. WAINWRIGHT. It has gone from $1.25 to $2 a hundred. That is only hearsay. I don't know actual facts and figures.

Mr. TIPTON. Have you noticed a decline in amount of asparagus received here at the plant?

Mr. WAINWRIGHT. That is pretty hard to answer because of weather conditions. A farmer may get a certain number of pounds today but double or triple it tomorrow. In a cool spell or rainy weather it may drop off to practically nothing.

ASPARAGUS PRICE

Mr. TIPTON. On what basis do you buy asparagus? On a contract basis?

Mr. WAINWRIGHT. Yes; a contract basis on a United States Department of Agriculture standard No. 1 grade.

Mr. TIPTON. That contract is made prior to the season for a set price during the season?

Mr. WAINWRIGHT. It is made in March—this year. Nine cents for the large, 8 cents for small. This is an increase of around 25 percent over last year.

Mr. TIPTON. Do you do any other processing besides canning?

Mr. WAINWRIGHT. No.

Mr. TIPTON. Can you tell me what the situation is with regard to the market for bunched asparagus at the present time?

Mr. WAINWRIGHT. Just a week ago today the market was very low. For 3 days—this is a 3-day average price for Saturday, Sunday, and Monday of last week—the extra fancy around $1.60, colossal $2 to $2.10; today the colossal is $2.50 and the extra fancy is around $2. There is a jump over a week ago of about 50 cents average. Those quotations are on 12 bunches to a crate. There is about 30 pounds to a crate.

Mr. TIPTON. You also contract for tomatoes, do you?

Mr. WAINWRIGHT. That is right. They are contracted for in February for delivery in July, August, and September.

Mr. TIPTON. What has been your experience with regard to your tomato contracts?

Mr. WAINWRIGHT. Well, we are still looking for some acreage.

Mr. TIPTON. Have you had any cancelations?

Mr. WAINWRIGHT. A few. Not many to worry us. It is still too early, because they haven't got their plants to put into the ground.

Mr. TIPTON. You have had some cancelations. Do you normally have a few anyway?

Mr. WAINWRIGHT. No; we don't.

Mr. TIPTON. What is the basis for cancelation?

Mr. WAINWRIGHT. Those who canceled were worried about the help situation. They don't want to put the plants in and take a chance of not harvesting them.

Mr. TIPTON. Were they worried about the fact that they couldn't get setters now or that they wouldn't be able to get pickers later on?

Mr. WAINWRIGHT. They were worried about the pickers.

Mr. TIPTON. Do you expect more cancelations?

Mr. WAINWRIGHT. Well, that's very hard to answer. It is all a question of the actions of the farmer. If they make up their minds that is what they are going to do and come in here in groups, that is all we can do—cancel.

WAGE RATES

Mr. TIPTON. You gave me the figures a while ago for comparative rates with regard to the asparagus deal—I wonder if you can give me a comparison of your hourly wage rates this year, last year, and year before?

Mr. WAINWRIGHT. I'd have to look up old rates. I recall it is around 20 to 25 percent increase in rates over last season.

Mr. TIPTON. What is your basic rate this season; that is to say, the minimum rate this season for unskilled work?

Mr. WAINWRIGHT. The raw seasonal labor on our pay roll is getting 35 to 40 cents per hour, representing about 30 percent of the employees. Other seasonal labor is receiving 37½ to 42½ cents per hour, which is approximately 45 percent of the pay roll and the remainder of 25 percent are receiving 42½ to 47½ cents and up per hour.

Mr. TIPTON. The migrant help, seasonal help, comes here and lives in Bridgeton?

Mr. WAINWRIGHT. No, I wouldn't say so. They travel back and forth to their homes. A good many of the people live here in town. The bulk of employees live here permanently. The rest of them are migrant in the sense they come from nearby. Last year we noticed an increase in migrants. They were definitely from outside—from Tennessee, Carolinas, and so forth.

Mr. TIPTON. Do you have any notion where they stay when they come?

Mr. WAINWRIGHT. No; some of them work in peach orchards, and work here before working in the orchards. They stay on the farms. It is pretty hard to tell you exactly how many.

Mr. TIPTON. Have you any plans other than this bus project for increasing your labor supply?

Mr. WAINWRIGHT. No, except to continue to advertise to see how many we can get that way and ask workers here if they have any friends and give them applications and just keep our eyes open; that's about all we can do.

UNITED STATES EMPLOYMENT SERVICE

Mr. Tipton. How about the United States Employment Service?

Mr. Wainwright. Yes, we use that and the Unemployment Service all the time.

Mr. Tipton. What has been your experience with regard to the Employment Service?

Mr. Wainwright. We get very few from them. We asked for 40 and got 2 just within the last week.

Mr. Tipton. Was it just unskilled labor you wanted?

Mr. Wainwright. Yes, that's right.

Mr. Tipton. What reason did they give you for not being able to fill your order?

Mr. Wainwright. They had no more. They said if any came in, we'd get them.

Mr. Tipton. Are the canning facilities in this region now adequate to take care of increased demands for canned foods?

Mr. Wainwright. I'd say yes, but it is going to mean long hours and plenty of headaches to do it. Last year we had the largest turn-out of tomatoes we ever had.

Mr. Tipton. Do canneries have trouble keeping up with the asparagus crop?

Mr. Wainwright. Yes, sometimes they do have trouble keeping up.

Mr. Tipton. Has that occurred this year?

Mr. Wainwright. Yes, at the start of the packing season.

Mr. Tipton. That would have been about when?

Mr. Wainwright. Around the end of April.

Mr. Tipton. Then at that time there was definitely a lack of canning facilities for the amount of asparagus?

Mr. Wainwright. No, I won't say a lack of them, but, instead of getting through in 8 or 10 hours, it meant working longer hours to get it done.

Mr. Tipton. In other words, no asparagus had to be left uncut in the field because of lack of facilities?

Mr. Wainwright. No; I can't answer what the farmers have been up against, but we didn't hear anything about it.

Mr. Tipton. Well, operating on a contract basis, you would have heard about it, wouldn't you?

Mr. Wainwright. No doubt.

Mr. Tipton. I think that is all. Thank you very much, Mr. Wainwright.

TESTIMONY OF J. M. SEABROOK, MANAGER, SEABROOK FARMS, BRIDGETON, N. J., MAY 10, 1942

Mr. Tipton. Will you please give your name, address, and occupation?

Mr. Seabrook. J. M. Seabrook, general manager, Seabrook Farms, Bridgeton, N. J.

Mr. Tipton. About how many acres are included in the Seabrook Farms and what is the approximate acreage devoted to the various major crops?

Mr. Seabrook. We operate about 12,000 acres, about 3,458 acres of peas, 2,200 acres of spinach, 7,000 acres of lima beans, about 900 acres of snap beans, 300 acres of beets, and 500 acres of sweet corn. Of course, these are crop acres. We grow only a few small patches of asparagus, about 50 acres.

Mr. TIPTON. When you speak of operating the 12,000 acres, you are thinking in terms of vegetable operation only?

Mr. SEABROOK. That's right. I am speaking of Seabrook Farms. Now, in addition to that, we are affiliated with Deerfield Packing Co. Deerfield contracts for 12,000 acres more. In that additional acreage there are about 3,000 acres of asparagus, about 1,500 acres of peas, and about 7,000 acres of lima beans. Those figures are more approximate than the Seabrook figures. I don't operate Deerfield Packing Corporation. I am not directly in contact with those figures.

Mr. TIPTON. I suppose also the acreage given might vary from year to year?

Mr. SEABROOK. Yes; I am thinking now of 1942.

Mr. TIPTON. But with regard to your knowledge of the labor situation in this region at the present time, you can speak definitely with regard to the 12,000 acres of Seabrook Farms and fairly definitely with regard to 12,000 of Deerfield Packing Corporation?

Mr. SEABROOK. Yes; that's right.

ALL VEGETABLES PROCESSED

Mr. TIPTON. What disposition do you make of the vegetable crops you raise?

Mr. SEABROOK. We process it all, either freezing or canning, and on Thursday the Quartermaster Corps came in to see about dehydration. None goes to the fresh market.

Mr. TIPTON. That is true also of Deerfield Packing Corporation?

Mr. SEABROOK. Yes. We last year processed 48,000,000 pounds, packed weight, of vegetables, all of which came from this area.

Mr. TIPTON. You say, "all of which came from this area." Does that mean you processed your own and also processed for other growers?

Mr. SEABROOK. They were just evenly divided. Our own farms provided 52 percent of that production and we contracted with surrounding farmers for the rest.

Mr. TIPTON. Of this 48,000,000 pounds processed, what part of that is canned?

Mr. SEABROOK. Thirty percent is canned, 70 percent frozen. Of course you understand they are packed-weight figures on various crops. The yield on asparagus is just about 50 percent. The yield on something like lima beans is as high as 90 percent. So that, in other words, if we packed 100 pounds of asparagus we would have bought 200 pounds. Of course, asparagus and broccoli are the most extreme crops which have low yields. Broccoli runs down to about 28 percent.

Mr. TIPTON. That is all frozen?

Mr. SEABROOK. Yes; broccoli is all frozen. The yield on lima beans is in the 90's. It varies with the weather quite a bit—92 or 93 percent. Of course, these figures for lima beans refer to a partially processed product, in that they have already been shelled. Thirty-six pounds of lima beans will shell out about 12 pounds of shelled beans.

Mr. TIPTON. How many year-round hands are there on Seabrook Farms?

Mr. SEABROOK. In discussing this, we will separate Deerfield from Seabrook. About 150 employees. They are employed full time, year round, and are union members.

DEERFIELD PACKING CORPORATION

Mr. TIPTON. How about Deerfield Packing?

Mr. SEABROOK. Two hundred.

Mr. TIPTON. What is the connection between Seabrook Farms and Deerfield Packing Corporation?

Mr. SEABROOK. Seabrook Farms is a growing organization. We do nothing but grow. We deliver to Deerfield Packing. Deerfield Packing buys from us on exactly the same basis as they do from contract farmers. In other words, they sign contracts with farmers to deliver so many acres of lima beans and it's the same with Seabrook Farms. Deerfield operates a cannery and a freezing plant. They have no farms themselves. They contract for 25,000 acres of vegetables from farmers, 12,000 of which they get from Seabrook Farms, which is affiliated with Deerfield.

Mr. TIPTON. I see, so that when you are speaking about labor, your knowledge extends to the 12,000 acres that you have plus the 12,000 Deerfield contracts with?

Mr. SEABROOK. Yes.

Mr. TIPTON. How many farmers are under contract?

Mr. SEABROOK. That includes 300 or 400 farmers.

Mr. TIPTON. Your knowledge of that 12,000 is more or less indirect?

Mr. SEABROOK. Yes. When I say that Deerfield Packing uses 200 employees—they work in the cannery. They are mechanical maintenance men. They operate freezers, and so forth. It has been the custom in this area for the county agent to consider cannery labor as agricultural labor because the crops wouldn't be processed without them, as without the picking labor they wouldn't be picked.

Mr. TIPTON. Well, I'd like to get a separation, since there is a lot of labor that is well adapted to one job that may not be satisfactory for the other. I think it is well, for that reason, to keep them somewhat separated.

LABOR DEMAND—SEABROOK FARMS

Mr. SEABROOK. Well, there are 150 year-round employees on Seabrook Farms.

Mr. TIPTON. When does your demand for more help begin?

Mr. SEABROOK. We begin to plant the later part of March. At that time we require another 100. A good part of those we usually draw from people right in the community and we were able to do that this spring.

Mr. TIPTON. You had no difficulty with regard to that additional hundred?

Mr. SEABROOK. I wouldn't say no difficulty but we didn't have to bring in many migrants to fill up that hundred, but we did bring in some.

Mr. TIPTON. That is for planting and preparing the ground—for beans and peas?

Mr. SEABROOK. Yes; peas originally. Then beets and lima beans.

Mr. TIPTON. Then that 100 is sufficient for how long?

Mr. SEABROOK. Then in the latter part of May, about the 30th of May, we begin to harvest peas. You see, we have no asparagus, except a small amount, so we don't get the original demand for harvest workers. At that time, we need about 400. They all must be able-bodied men because they use pitchforks, drive trucks, handle pea vines working in the vinery. We probably could use a few women but there are very few of the operations that women could do.

Mr. TIPTON. May I ask first how long does this last?

Mr. SEABROOK. During June on peas. Most of those 400 men we are able to carry through the entire season until Thanksgiving on other jobs, after pea harvest.

Mr. TIPTON. You start out with 150 and then add 100 and then add 400?

Mr. SEABROOK. Yes; we carry all those through to Thanksgiving. The first week in July, there may be some slacking in that type of work but we have other types of work which we can usually put them to. We can carry a fairly steady labor load throughout the summer. We have done quite a bit of rearranging of crops that we freeze. We have it arranged so that the harvest dates come consecutively so we don't have any trouble with pickings, and so forth. That is one type. The other type we use on the farm are pickers. About the 20th of June our snap-bean crop starts and we need about 1,000 pickers to pick snap beans by hand. They, of course, can be families, women and children. Families of the original 400 will work in the snap-bean fields while husbands and older sons work at other things.

Mr. TIPTON. How long does your bean season last?

Mr. SEABROOK. Until frost, usually, or sometimes in October, the beginning of October. We have two fairly distinct plantings—an early planting and a late planting.

Mr. TIPTON. Are both early and late staggered over a period of time?

Mr. SEABROOK. Yes; we try to schedule the plantings so there will be a smooth flow of harvesting. Of course, we are not terribly successful at that because some are held back and all come on at once, and then there may be a week when there is very little picking.

Mr. TIPTON. Generally speaking, from the 20th of June to the 1st of October you need around 1,000 bean pickers?

Mr. SEABROOK. I would say the equivalent to 1,000 adults. We also have Fort Hook lima beans to be picked. We are trying to cut down on growing them. We are growing a concentrated strain that is being harvested by machine, like the Henderson Bush.

Mr. TIPTON. When do these come?

Mr. SEABROOK. Well in August, September, and October. We stagger those plantings, too.

Mr. TIPTON. How many pickers do you need for them?

Mr. SEABROOK. We use the same crew. This 1,000 will cover all of those operations. We originally started to grow Fort Hooks so that we could better balance this piece-work picker load. We have built up a demand and have no pickers to pick them.

Mr. TIPTON. Then, to go back again, we have 150 plus 100 plus 150 plus 400 plus 1,000, so that makes approximately 1,650, in addition to your year-around hands, of which 1,000 are definitely piece work pickers throughout the season beginning about June 20?

Mr. SEABROOK. That's right.

LABOR SUPPLY PROSPECTS

Mr. TIPTON. Now, what has been your experience so far this season and what do you anticipate for the immediate future with regard to the availability of labor?

Mr. SEABROOK. Well, we provide housing for these migrants. I think F. S. A. investigated our housing conditions. We have a fairly regular crew. The same people come back year after year. A lot of our supervisors and foremen go to Florida during vacation and they see these men, point out that there will be work the coming spring. They report that a large number of them are planning to come up this year. The principal difficulty seems to be transportation. Of course, they have old cars and they can't get tires. They have always come in cars before. We have as yet done nothing about hiring a train or a bus or something of that sort because we don't know how we would assemble them. When they get here they just seem to appear. A lot of them have worked on berries in Tennessee and Virginia before coming here. I think their berry crop fits in pretty well with their needs. Before the asparagus harvest started we were reasonably sure that we would get our supply. We expected to be short of piece workers but we thought we would get the 400 hourly workers that we wanted. They are the cream of the crop. They make more money and the wage is steadier. I think most of them like that work better. Since the surrounding farmers have had such difficulty in getting migrants to cut asparagus we are now getting a little frightened. We have listened to the repeated assurance that they were coming. Maybe they'd like to come but aren't going to get this far. They may be stopped on the way. By that I mean, they may get near a construction job. The hourly wage is 40 cents to 42 cents. Naturally, a job in an Army construction camp would pay $1 an hour. They won't come up here then.

Mr. TIPTON. But your experience, to date, with regard to the hundred that you need for setting has been, not good, but fair?

Mr. SEABROOK. Yes, fair.

Mr. TIPTON. I think you said that your foremen were down in Florida and they are attempting to make arrangements to get that labor?

Mr. SEABROOK. There are none there now but during the winter they were there and, at that time, when they saw quite a number of the head men of these gangs they all assured them they would be getting up here. Some said they might not have tires, but most of them felt that they would come. I think we have less difficulty than most because our wage scale, in general, is higher than most. That has been publicized in the South in later years so that we have got our fill. Now, speaking of last year's experience, we originally depended on Italian families from Philadelphia fairly heavily, that is, piece workers. Last year, we got no Italian families, so that we were seriously short of piece workers. Having planned on them, we didn't encourage southern migrants to come because we didn't want an oversupply, because we can't house them properly, and then we got into the season and it was too late to bring more colored migrants from the South.

Mr. Tipton. What would you say was the reason for Italians not showing up?

Mr. Seabrook. One of the principal reasons was the school difficulty. Last year was the first year that they couldn't move their children down here. We went to Philadelphia to see them and that was the commonest excuse for not coming, that they couldn't bring their children into New Jersey during the school year.

Mr. Tipton. Is that a New Jersey law?

Mr. Seabrook. Yes; they usually, our season not starting until the 20th of June, used to move in here and harvest the asparagus for other farmers and then they'd be here to work for us. A lot of them felt that they were going to miss a full month's work and it wouldn't pay them to come that late in the season. That was helped a lot by the fathers' working in defense industries and the family isn't pressed to come out to the country to work. I believe that the Philadelphia supply of Italian and some single Polish men and so forth is practically dried up and I doubt if anyone will get migrants from Philadelphia. Of course, aliens can't move freely any more. The thing the average alien family won't be able to get through is the red tape that it takes. Our police department here has offered to help any of them with the forms that need to be filled out and so forth.

Mr. Tipton. Well, so much for the time being for Seabrook Farms. I wonder if we could go back to the Deerfield Packing Corporation again. How much asparagus do they contract for?

Mr. Seabrook. Well, we, this year, contracted for 3,000 acres of asparagus.

Mr. Tipton. What is the relationship between Deerfield Packing and Seabrook?

Mr. Seabrook. They are both owned by a third corporation.

Mr. Tipton. So while they are both owned by the same corporation, you are the general manager of Seabrook Farms?

Mr. Seabrook. Yes, my brother is general manager of Deerfield Packing Corporation.

Mr. Tipton. You contracted this year for 3,000 acres, did you say?

Mr. Seabrook. Yes; that is less than the acreage we contracted for last year. Last year it was 3,700.

Mr. Tipton. Why the decline?

Mr. Seabrook. We were nervous. Asparagus prices, raw prices to the grower, were way up. The growers have one price. All canneries contract at that price. The price was up about 28 percent over last year's raw price. With the talk all winter about fixing retail prices, we knew if the retail can price was fixed, of course, that would limit the price the canner could get. And you see the raw cost of asparagus is over 60 percent of the packer's selling price. With the raw costs up 28 percent, you can see, that forces the selling price of the packers up immediately. We did not want to contract for any more than necessary. The reason we contracted for so much is we did take our regular year after year contracts. People look to us for the output of their acreage.

Mr. Tipton. Well, to get back to the farm labor situation?

LABOR SCARCITY

Mr. SEABROOK. I know that all of our contractors are having very serious difficulties in recruiting labor. One thing that makes it apparent is that we, of course, provide the farmers with seed and fertilizer but aren't very often called upon to make them cash advances to pay their labor. Most have been able to pay their own labor, but this year many of them have asked for $500 or $700 which they apparently intended to use to pay transportation costs or bounties to somebody to try to get labor up here. The quality of asparagus has been seriously affected by not having sufficient cutters. They don't get it cut until too late and once it gets ahead of them the only sensible thing to do is, like some of them have done, to cut down the whole field by mechanical means and keep up on a small portion.

Mr. TIPTON. I wonder if you could give an estimate of the amount mowed down?

Mr. SEABROOK. I think the Asparagus Growers' Association, somebody like Kenneth Roberts, would be able to give you much better information about that. We do not have as close contact with farmers on asparagus as we do with some other crops. They plant the other crops just for us. We schedule the planting dates and take care of insecticide, etc. Asparagus has been planted for years and we don't have anything to do with the bed itself.

Mr. TIPTON. Can you give me an estimate, on the basis of your experience with the Deerfield Packing Corporation's contacts with farmers, of the number of asparagus cutters that it would take at the present time to meet the requirements?

Mr. SEABROOK. No; I am afraid I couldn't.

Mr. TIPTON. How about tomatoes? Do you process any at all?

Mr. SEABROOK. No; we don't. The tomato season corresponds almost exactly with the lima-bean season. I do know, personally, farmers who, after their experience with asparagus, are curtailing their tomato acreage.

Mr. TIPTON. We talked this morning to a young Negro who had just arrived from Florida. He said that a truckload of Negroes had arrived in the region and stopped first at the Seabrook Farms this morning. Is that right?

Mr. SEABROOK. They haven't contacted me if they have.

Mr. TIPTON. His information was that they had stopped and some had left the truck at your place and then the truck had gone to Deerfield.

Mr. SEABROOK. Not having use for migrant labor right now, we often move them in and they live in our houses and work for other farmers elsewhere until we need them.

Mr. TIPTON. Have any been arriving in the last few days?

Mr. SEABROOK. None that I know of and I would know because I would be assigning them houses.

FARM PLACEMENT SERVICE

Mr. TIPTON. Have you, so far this year or last year, used the facilities of the Farm Placement Service?

Mr. SEABROOK. Yes; we had rather an unfortunate experience with them last year. They worked very hard and recruited quite a large number, about 300 I'd say, of people in Philadelphia, largely from relief rolls. We arranged transportation, picked them up in Philadelphia and brought them down. They wanted to continue living in Philadelphia, so we brought them down each morning and back each night, which was quite a problem. They hadn't any experience in farm work. Many of them, I'm afraid, had no experience in any type of work. It is customary for an ordinary picker, I don't mean a professional bean picker, to make $3.50 a day at a cent a pound. Many of these made only 40 cents a day.

Mr. TIPTON. What, in general, was the age distribution?

Mr. SEABROOK. They were completely scattered. We supplied a lot of additional foremen. In fact our indirect costs, in the days we had them, were 400 percent higher than with our usual picking crews. We supplied additional foremen in an attempt to train them. They just seemed to be city people who were not going to be adapted for farm work. I think both Farm Placement and ourselves mutually agreed to give up the experiment. We tried them about four days. A lot of them dropped off the first few days. In June and July the sun beats down and it isn't pleasant work for city people. The employment service was very cooperative and I've no criticism of their attempts to satisfy us. They just had no source.

Mr. TIPTON. Have you had any experience with them this year?

Mr. SEABROOK. We have placed an order with them this year for delivery May 30th.

Mr. TIPTON. What are these to be?

Mr. SEABROOK. They were to be our hourly workers. Then we asked them for bean pickers June 20th.

Mr. TIPTON. So that the May 30th order was for the 400, while the June 20th order was for bean pickers. Have they given you any indication as to whether or not they will be able to supply you?

Mr. SEABROOK. They have only the order but no indication as to the supply. We have another thing which has helped us in getting migrants. We have free cafeterias in which we feed them. A lot of them are not very well fed and have no money, and have no way of getting any, so they come to us and can get fed until they are able to set up housekeeping of their own. In general, we give them one meal a day at lunch time. It was decided to take care of people who were far away from home. We feel that bringing a sandwich, or something like that, was not substantial enough food to do a day's work. When we work shift work, we feed about every 4 or 5 hours. So a lot of these fellows from the South go in, time after time, for a meal. They eat around the clock.

Of the crops which we contract for, asparagus is by far the largest with hand labor. Harvesting peas and beans is mechanized so that it takes no piece workers. We have had no difficulty in contracting for peas and lima beans because some farmers who were intending to grow tomatoes have decided to grow peas and lima beans, feeling that they required fewer hands.

FARM SECURITY ADMINISTRATION CAMPS

Mr. TIPTON. Before we get to talking about the packing-house labor, what function do you think the F. S. A. labor camps are going to be able to play in this region?

Mr. Seabrook. I have been in favor of these from the beginning. Originally there was a lot of unfavorable publicity which took a long time to correct and there are still some who don't understand the need for them, but I think its biggest use is going to be that the migrants leaving the South will have a definite place to go and, knowing they will have a place to sleep and, of course, the camp can't care for any but a small portion of those needed in this region, but they can, from there, be distributed to farmers. I feel that it will be a contact place between farmers and migrants. It's had another effect, though. That is, all the farmers, knowing how they were going to be housed in the camps, have busied themselves in cleaning up their own housing facilities—painting, and building new barracks, and so forth.

Mr. Tipton. Have you done that?

Mr. Seabrook. Yes; we have had quite an extensive campaign of supplying running water, better drainage, showers, and so forth, and we, I think, have a little better organization in our barracks. We have a permanent man living in each village who is to be in charge in the village and to see that it is kept properly cleaned and so forth.

Mr. Tipton. And these changes that you made in your own operations were stimulated by the experience or information you have had from the F. S. A. camps?

Mr. Seabrook. A lot of the farmers in the community thought—I don't think we are guilty of this—if they provided nice housing facilities they wouldn't be cared for, but this hasn't been the experience of the F. S. A. If good facilities are provided for them, they will be cared for. I've had four separate people, all opposed to the camps, come to me and ask me if I knew where they could get labor. I pointed out if they hadn't opposed the camp, the last year and a half, they might be better off.

Mr. Tipton. Well, now, to get back to the Deerfield Packing Co. again. You said awhile ago they used 200 workers the year round. Those, I suppose, are more or less skilled laborers?

Mr. Seabrook. Yes, most are skilled machine operators and so forth. In the fall of 1938, my father, having just returned from England, felt that there was going to be a war and having used large numbers of farmerettes in the last war, set out to, as largely as possible, arrange our processing factory so that we could use women. We did that all during 1939. We now use women supervisors. All operations except heavy lifting operations are geared for women. The women incidentally make better supervisors than the men we used to use. In a good processing factory there are always more women than men. We were quite disappointed last year, though, because the shortage of women was more acute than the shortage of men. We, last year, actually used men in women's jobs, sorting operations which women have always been used for and which men are inefficient for.

Mr. Tipton. What was the reason for that, do you suppose?

Mr. Seabrook. I think largely a lot of women who were married, who used to work, didn't have to work any more because their husbands were making good money. We draw a lot of women who are wives and daughters of our contract farmers. They are about the best class of help we have. They are all quite intelligent and have an interest in the work. A lot of the other women were women from surrounding towns. Both classes began to fall off last year.

Mr. TIPTON. I suppose farm incomes are higher?

Mr. SEABROOK. The farm women always regarded it as an extra source of money and didn't consider themselves factory workers. If they wanted a new iron or washer, they made enough money to buy it. It definitely seemed that a lot of them didn't work who used to work. Then there has been a lot of competition in garment factories in this area for women.

Mr. TIPTON. By this area, do you mean immediately surrounding, or Philadelphia?

Mr. SEABROOK. No, I mean southern Jersey.

Mr. TIPTON. That is drawing off some?

PATRIOTIC APPEAL NEEDED

Mr. SEABROOK. Yes. I don't know how widespread it is but I know of some specific instances in which women have gone over to Deepwater to work in du Pont's chemical factory there. Last year Governor Edison, realizing the danger to the agriculture crops, issued a proclamation asking women who didn't need to work to go to the canning factories. The canning factories published the need for workers. We got some response, but I don't believe that the women at large realized that they might do more for their country by helping process crops than by learning to drive motortrucks. I think the women are here but someone who is not financially interested in the problem like the canneries should make an appeal—it is difficult for canners to make a patriotic appeal. There are enough women in the area. Someone should tell the women to work 2 or 3 months, or whatever the length of the season, to help. They are not being drawn out of their homes, because the work is seasonal.

Mr. TIPTON. In the processing plant, what are the labor requirements?

Mr. SEABROOK. Our peak load comes during August, and at that time we need about 950 men and about 2,000 women.

Mr. TIPTON. Over how long a period?

Mr. SEABROOK. We start on April 20th on asparagus. We use about 600 women on asparagus and about 300 men. Then on May 30th we begin to harvest peas and the load doubles. In other words, we use 800 men and 1,200 women. Then, the 1st of July, we drop back again to about half of the load; that is, to 800 women and 400 men. That is continued for about 10 days until harvesting of sweet corn begins. Then we go back to full load about July 10th, and that continues until the latter part of August when we begin to get, in addition to lima beans, a lot of the smaller crops such as snap beans, broccoli, brussels sprouts, and so forth, which are minor, but which add to the load. This continues until about October 15.

Mr. TIPTON. So that with the major crops and the minor crops in at once, you then have this 800 men and 2,000 women?

Mr. SEABROOK. Then after October 15 that begins to fall off, but our most serious shortage last year came after October 15. Even though we didn't need as many, there seemed to be a great number of women who had apparently made enough money and just decided they didn't need the work. We operated during the whole of our spinach season, during October and November, with only two shifts instead of three. We customarily operate the factory 24 hours a day on spinach—three 8-hour shifts. We had only two shifts and we couldn't work those shifts any longer than 10 hours and there was a decrease in efficiency from working them that long. We had a crop failure last fall on spinach but, if we hadn't had a crop failure, we would have had a lot of spinach in the field which would have been wasted. Last summer was the driest summer in the record for the last 50 years and, even so, we strained every muscle to get that all processed because we were short one entire shift.

Now, having had a serious shortage of women last year, we of course have been devoting a lot of mental energy to where we are going to get the women this year. We feel that the women are here. We don't know how to go about making them aware of the great need. As I said, Governor Edison issued a proclamation, but I think a large number just felt that was just a political move or something of that sort. So I think one thing that could be done, and that must be done if they are going to process the tomato crop, someone will have to make the women feel it is their duty, whether they need the money or not, to work in the processing plant.

MIGRANT WORKERS

Mr. TIPTON. Have you noticed that same problem with regard to migrant workers who depend entirely upon seasonal work?

Mr. SEABROOK. You mean they may have made enough money in Florida so that they don't need to move up here?

Mr. TIPTON. I've been told that some migrants feel that $3 or $4, or whatever it may be, is enough for their day's requirements, or $10 or $15 for their weekly requirements, and that when they have that amount of money they are not interested in any more employment.

Mr. SEABROOK. Very definitely, there is that type. The better type of migrant, the type that I consider professional piece workers, I don't believe have that attitude; but in the poorer class of migrant there is very definitely that feeling.

Mr. TIPTON. You mentioned professional bean pickers from Florida; would you say they are a better type of migrant?

Mr. SEABROOK. Yes; those people understand the work and make an amazing amount of money at it, and I think they are a good class of people.

Mr. TIPTON. From your observation you would say that this thing we have been talking about would not be true of them?

Mr. SEABROOK. From Florida, I'd say these professional workers are a good class. We have tried, by keeping track year after year of the workers, to fill our housing facilities with these who we know to be in the better class, but we always have a lot of the people in the other class. Our housing facilities are limited and we want to get as many man-hours per cubic inch of space as possible. We try to weed out the misfits. There is much talk of the woman land army, the farmerettes. I have been to New York and interviewed the Farm Coordinator, Miss Rothstein, who is recruiting women for farms. She is very eager to get these women placed and I think she has quite a group of them. The two groups I discussed with them are department store clerks, unemployed for the summer, and girls from Hunter College, and so forth, in New York. The department store girls would be better and used to work and understand working better than the college girls. The college girls also have the drawback of having only a short time to work, but the big difficulty is finding housing facilities for them.

Now this area, being close enough to the defense plants along the Delaware, is very seriously short of housing. The thing that Miss Rothstein said they were doing in the Hudson Valley was putting them in schools, but schools are, of course, under the control of the board of education, which is a rather large and unwieldy body, and it is difficult for them to see why they should let children out early and let you fill the school with cots and put 200 women in a school. Until the tomatoes rot in the field, they won't see that it is necessary, and then it's too late. That is the way these things always go. We have approached the management of this hotel, saying that the ballroom which is used only once a month would make an excellent sleeping dormitory. There are enough bathing facilities and toilet facilities. The colleges would send women, or the dean or someone, to look after the welfare of the girls. The hotel asked us $950 a month, wanting us to guarantee 4 months. It is just an economic impossibility. We don't expect the girls to pay any of the costs of housing themselves and we could not afford to pay $950 a month for the number of girls we could get in here. Again I think it comes back to the fact that the people just don't plain understand that something has to be done. Now these women are available. I think she could get any quantity if we had decent places to house them and they could be properly fed and cared for. There are public buildings that they could put into use if there was some way of making the people see it is a necessity. I myself feel that it would be less strain on the community at large if the women living right here could be aroused to the need and went to work, but this other way may be easier.

TRANSPORTATION

Mr. Tipton. How far from Bridgeton is your plant?

Mr. Seabrook. Well, our packing plant is some distance outside of the city—about 5 miles from the city. One thing we have done, speaking of distances. We have gotten busses to operate bus lines from communities in a circle around us, trying to help people short on transportation. In cases where it is a long haul, from Pleasantville or Atlantic City, we had hoped to get people from there, and on those long hauls we are actually subsidizing the bus company. We aren't telling the employees that. They are charged a minimum fare.

Mr. Tipton. Did you do that last year?

Mr. Seabrook. We did not subsidize last year. We encouraged bus routes. In the case of Atlantic City, we advertised in the papers, telling them to go to an office set up there. When talking to them we told them, "If you are interested in coming—it is a long drive, we could tell you of four or five women who are interested in working," and that way they shared the expenses. We got quite a few people that way. Atlantic County still has a lot of people unemployed.

Mr. Tipton. Are you planning on expanding your transportation arrangements for this year?

Mr. Seabrook. I don't believe the canneries in Bridgeton have done anything of that sort as yet. Of course, they haven't had the experience with transportation we have. I definitely think the labor being unionized has stabilized it. After seasonal workers get a card I think they stay longer. The stewards have been a lot of help in settling small differences and bringing them to our attention.

Mr. TIPTON. What union is that?

Mr. SEABROOK. A. F. L. Amalgamated Meat Cutters and Butcher Workmen of North America.

RECOMMENDATIONS

Mr. TIPTON. What steps do you think are necessary in solving this labor supply situation?

Mr. SEABROOK. I think a strong appeal from the Federal Government would help. I know of one case where a local appeal worked. In Oregon last year the snap-bean crop was going to be left in the field because there were no workers in the processing plants or harvesters. The community was aware that they were dependent on agriculture, something that this community is not aware of. They closed business for several days, bootblack stands, laundries, and everything. They all went out and harvested the crop and processed it. Mr. Hunter, at a meeting of the canners in Chicago, told this story.

Mr. TIPTON. You said that before people would get really disturbed the crop would have to be rotting in the fields?

Mr. SEABROOK. I don't think people realize that aside from the national good, actually their own personal livelihood depends on agriculture. I think there has been wide publicity given to asparagus, now being harvested, yet I don't believe the community has offered to help. People are inclined to think the farmers are crying "wolf," but I don't think this is true this year. There was definitely a large waste of crops last year because of the shortage of labor, but there was no clamor about it. The farmers just took it. It brought the F. S. A. camp here, though. The problem of getting women to work in the field seems to be much more of a problem than in the processing plants. In processing there is no sun, heat, or dust. All the plants are quite modern and have nice working conditions. They are clean and so forth, but to get some types of women to get out and on their knees—they just physically aren't up to it—to work under the July sun, picking beans or tomatoes or something like that. I think we will have to depend still on the class of people used to doing agriculture work. I don't believe girls from Hunter College would be very effective at picking tomatoes. They can have the will but I don't see how they could get the crop picked. There seems to be another thing that needs to be done. The Selective Service rules should be clarified somewhat. A farmer is afraid if he asks that his worker or his son or somebody of that sort be deferred, he knows, thinks, that some stigma may be attached to it.

I think actually more workers have been allowed to go than the people in Washington intended to go. We are faced with a problem. We have asked the local board for deferments. We have been especially careful in asking for them and we have asked for very few. No employee of mine has asked me to get him a deferment. When we have been notified by the draft board that so and so is classified 1–A, and he works for us, we have tried honestly to see whether or not this man could be replaced. We are now down to the point where we can't spread our skilled personnel any thinner, especially if we are going to have new workers who have never worked at the job before. You can imagine, if we get 200 girls from a New York college into the processing plant, it is going to take a lot of excellent foremen to train those girls and make use of them. I don't know how the need for men is, but the need for food is great, too. Somebody will have to make up their minds which is the more serious. If they do intend the farm workers not be drawn away, I think some more publicity needs to be given that they, too, are necessary and they are doing a real job, not because of the effect on the draft board but on the other people in the community. I know that in the last war, when they had this blanket exemption for farm workers, lots of city people tried to get on farms, but with a local board asking the advice of the agricultural agent, asking if he is an honest farm laborer, nobody could get away with that, in this community, anyhow.

Mr. Tipton. I believe that is all, Mr. Seabrook, and I want to thank you for your cooperation.

TESTIMONY OF GEORGE I. BALL, SALEM COUNTY AGRICULTURAL AGENT, SALEM, N. J., MAY 10, 1942

Mr. Tipton. Will you give your name, address, and occupation?

Mr. Ball. George I. Ball, 96 Market Street, Salem, N. J., county agricultural agent.

Mr. Tipton. Can you tell us how many acres of truck crops are grown in Salem County?

Mr. Ball. That is going to be kind of hard. It is all according to what you call truck crops. There are about 5,200 acres of asparagus, 10,000 acres of tomatoes, 3,800 acres of potatoes, 4,000 acres of lima beans for canning. There must be 1,500 acres of peas, 1,500 acres of sweetpotatoes, miscellaneous crops, approximately 1,000 acres. That would be such stuff as broccoli, brussels sprouts, and so forth.

Mr. Tipton. Has your asparagus acreage been increasing?

Mr. Ball. Very much so.

Mr. Tipton. Can you give us an indication of the increase by comparison with previous years?

Mr. Ball. It is about 3,700 acres over what it was 5 years ago.

Mr. Tipton. What are your chief labor requiring crops?

LABOR REQUIREMENTS

Mr. Ball. Well, we start in with asparagus; that is, 5,000 acres take roughly 1,500 men, tomatoes approximately 5,000 men.

Mr. Tipton. So that the 1,500 for asparagus and the 5,000 for tomatoes are available for lima beans, and so forth?

Mr. Ball. About 5,000 needed for everything throughout the season from asparagus on. They stay right on through.

Mr. Tipton. How many of those would be normally available locally, and how many are usually brought in from outside?

Mr. Ball. We are split up this year and we have got a different picture. Normally our supply comes from Philadelphia to start with, and I would say of that group from Philadelphia about one-half came down this year and the other half we have to get from outside—from the South.

Mr. TIPTON. Do the 1,500 from asparagus follow through on the tomatoes?

Mr. BALL. I would say that approximately one-third of them carry over from asparagus to tomatoes on this Philadelphia labor and the other two-thirds we have to get from some other source. We used to take a third from local sources but that is out now. We have to get them from some other source outside the State.

Mr. TIPTON. So that, with half of the normal amount coming from Philadelphia, and with the 5,000 needed later on in the tomato season, you feel that between 4,000 and 4,500 would be the number you would have to have in the county from outside the State?

Mr. BALL. No, I wouldn't say that entirely. I would say maybe one-quarter of that number is here locally. The situation has changed so rapidly this year and it is hard to determine what you could get here and what you need from outside. We can't tell yet. I'd put it at a quarter of our normal need at the present time. I am just thinking of adult labor—not school labor—school labor amounts to about 220 when you come down to it.

Mr. TIPTON. We are down now to about 3,000, more or less, that you would have to count on from outside the State?

Mr. BALL. I would think so. According to the farmer it takes about two of the southern help to equal one of the Philadelphia help; that is, Italian. Because of experience they are used to the work and they do it, whereas the colored people aren't used to this type of work and the majority of the farmers feel they need two of the one for one of the Italian. That seems to be the general opinion throughout.

Mr. TIPTON. Then these figures you gave me would take that into consideration?

Mr. BALL. Yes. We had a little meeting Friday night and I took a poll of opinion there as to how they felt the Negroes stack up against the Italian. It was pretty unanimous.

Mr. TIPTON. About how many acres can a good asparagus cutter normally handle?

Mr. BALL. Three acres. This is the opinion of a good conservative farmer. An extra good one would be one taking care of four. You won't find too many of them.

LABOR SUPPLY

Mr. TIPTON. What has the experience been so far this season with regard to asparagus cutters? Have there been enough available?

Mr. BALL. No; there hasn't.

Mr. TIPTON. How serious has the shortage been?

Mr. BALL. I wish I could talk to you in terms of acreage that hasn't been cut and be somewhere near accurate.

Mr. TIPTON. Is that a fairly widespread sort of thing or is it just spotty here and there?

Mr. BALL. Yes, spotty. Of course we can't make a field survey of the whole county. We haven't done that to find out just how many are idle this year but just from what fellows have told me I would say maybe 100 acres. Mostly old beds.

Mr. TIPTON. Now I wonder if you could give me an estimate as to how many asparagus cutters are needed right now to adequately handle the county crop?

Mr. Ball. That's a tough one. That would take into consideration the acres that haven't been cut and the places short of help, too, to take care of the 5,200 acres in a reasonable manner. It would also have to take into consideration the shift of labor. They've shifted from one place to another. I don't know—I'd have to take a wild guess on that. I'd say between 100 and 200 and I don't know whether I'd be anywhere near right on that.

Mr. Tipton. But you do know that somewhere between 100 and 200 would markedly improve the situation?

Mr. Ball. Yes; I am basing that on two or three families that I know that are badly undermanned and then on another farm where I know they want 30 or 40. It's just shifting labor. It gets too hard for them and they quit.

Mr. Tipton. Have the farmers here in this county canceled tomato acreage with canneries?

Mr. Ball. I couldn't say honestly. I've heard of a few. Just how many I couldn't honestly say. I know of plenty that have increased their acreage. Cancelations are normal.

Mr. Tipton. Do most of the farmers in this county have housing facilities for migrant workers?

Mr. Ball. Yes.

Mr. Tipton. For the peak-load periods?

Mr. Ball. I would say the majority do; some don't naturally. Those that depend on local labor don't always have housing facilities for them. I'd figure that 75 percent of the farms have housing facilities.

WAGE RATES

Mr. Tipton. Can you tell me something about the wage rates, both piece work and hourly work, in the county this year as compared with last year?

Mr. Ball. The only thing we've got to go on is asparagus, so far right now, and again I wouldn't know for sure, but for the cutting and bunching asparagus, that is, market grade, they are paying 75 cents a dozen bunches as against 50 cents last year. That is a 25 percent increase. Now on canhouse grade, last year was $1.35 average a hundred. This year I've heard up as high as $2, or $1.65 to $2.

Mr. Tipton. Have monthly or weekly wages for your farm hands gone up?

Mr. Ball. That is running between $12 and $18 a week. High now is $22.

Mr. Tipton. How does this compare with last year and previous years?

Mr. Ball. Last year it ran from $8 to $14—that is the range.

Mr. Tipton. How about hourly work; can you give me a comparison on that?

Mr. Ball. This year it runs between 35 cents and 40 cents, some 50 cents—last year 25 cents, and possibly 30 cents. Thirty-five cents seems to be the starting wage this year and they know they will have to go to 40 cents.

FARM PLACEMENT SERVICE

Mr. Tipton. Do you know whether or not the United States Employment Service is able to do anything with regard to supplying farmers with farm labor?

Mr. Ball. Let me put it this way, that outside of the local help the amount of help supplied by the Farm Placement Service has been very low. We had word Saturday that there would be 200 Chinese and 300 colored people available Monday.

Mr. Tipton. Who made that statement?

Mr. Ball. The Farm Placement Service at Trenton.

Mr. Tipton. Were there any transportation facilities arranged for them?

Mr. Ball. No.

Mr. Tipton. Where would they be housed?

Mr. Ball. Some of them with farmers, and I assume that, from what the F. S. A. said the other day, they had housing available in each of their two camps.

Mr. Tipton. Housing for the whole 500 in the two camps?

Mr. Ball. I don't know but I know Friday they had 20 houses up in the Swedesboro area and that, at 4 men to a house, that is 80.

Mr. Tipton. Will the farmers be satisfied with city labor?

Mr. Ball. It is hard to say. Our experience along that line has been—for instance one fellow was taken out last Friday by Farm Placement. He worked Friday and Saturday, and Monday he wasn't anywhere around. Another fellow made arrangements to go to work on Monday morning and they were to transport him from where he lived to the farm and he decided he wasn't going to work on the farm—he was going to Philadelphia. It is a peculiar situation right now on this labor because you depend entirely on the man you hire to stay with you and then, quite often, don't keep him very long. A great deal of the farmers' time is taken up running around. It is unfortunate, too, in another sense—in this asparagus cutting that these fellows short of help have to put in such a lot of time themselves. Sometimes they work well into the morning. How long are they going to last? Some of them are pretty old.

Mr. Tipton. How about the canning and processing labor, is that mostly local?

Mr. Ball. I am afraid they have to get half of it from outside.

Mr. Tipton. Now would that be in addition to the figures you gave me a while ago?

Mr. Ball. That is taken into consideration in the 5,000. There are a large number of acres of crops that are canned here—there are at least 7,500 acres of tomatoes, there are a good 2,500 to 3,000 of asparagus this year, there are all of the lima beans and peas.

Mr. Tipton. For the processing plant do they use both colored and white?

Mr. Ball. Yes.

Mr. Tipton. Thank you, Mr. Ball.

TESTIMONY OF RICHARD MITCHELL (NEGRO), FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP, SWEDESBORO, N. J., MAY 10, 1942

Mr. TIPTON. Will you give your name and address?

Mr. MITCHELL. Richard Mitchell, Delray Beach, Fla.

Mr. TIPTON. How long have you been in Florida?

Mr. MITCHELL. Ever since 1916.

Mr. TIPTON. Do you have your own home there?

Mr. MITCHELL. Yes.

Mr. TIPTON. Where in Delray?

Mr. MITCHELL. We live at what they call Hannah town—which is West Delray Beach.

Mr. TIPTON. What do you do when you are down there?

Mr. MITCHELL. When I ain't farming, I am working with the construction people.

Mr. TIPTON. You farm part of the time?

Mr. MITCHELL. Yes.

Mr. TIPTON. Every season?

Mr. MITCHELL. Not quite every season.

Mr. TIPTON. What do you raise?

Mr. MITCHELL. Tomatoes and beans.

Mr. TIPTON. Do you own any land?

Mr. MITCHELL. Rent it. We can plant, if you can get the fertilizer or means of making it.

Mr. TIPTON. You don't have to pay any rent?

Mr. MITCHELL. Not unless you want to rent it from some individual.

Mr. TIPTON. You just go out and take up a piece of land and plant?

Mr. MITCHELL. Yes; squatters it's called.

Mr. TIPTON. What did you grow this year?

Mr. MITCHELL. Tomatoes, no beans.

Mr. TIPTON. How many acres?

Mr. MITCHELL. I had about 1½ acres.

Mr. TIPTON. How many acres have you had in other years?

Mr. MITCHELL. Sometimes a little more—sometimes a little less—sometimes beans and sometimes not.

Mr. TIPTON. Could you make any money with an acre and a half?

Mr. MITCHELL. If not for the flood—it all depends on prices. If you happen to be lucky when prices were up—you can clear up to $600 or $700, more or less.

Mr. TIPTON. Have you ever been here before?

Mr. MITCHELL. No; this is my first trip.

Mr. TIPTON. How did you happen to come up here this year?

Mr. MITCHELL. There is a man, colored fellow, Macon Johnson, from west Florida, and he told me I could make $6 or $7 a day at a factory some place—Snyder's factory. It wouldn't cost anything to come up. I didn't have anything to start with. I said, "Well, I can do that. I'd try to make myself something. So I just swung on the truck and came along.

Mr. TIPTON. You said you didn't have anything. Didn't your tomatoes turn out?

Mr. MITCHELL. Water caught me and I was drowned out. Lost everything.

Mr. Tipton. When did you leave there?

Mr. Mitchell. Last Thursday about 2 o'clock.

Mr. Tipton. When did you get up here?

Mr. Mitchell. Sometime around noon Saturday.

Mr. Tipton. Did you go to this factory that you were supposed to go to?

Mr. Mitchell. No.

Mr. Tipton. How did you get out here?

Mr. Mitchell. Truck brought us out.

Mr. Tipton. That was Saturday?

Mr. Mitchell. Yes.

Mr. Tipton. Has anybody come around to tell you to go to work?

Mr. Mitchell. Well, they said some men would come around to give us something to do this morning.

Mr. Tipton. Farm work or factory?

Mr. Mitchell. Farm work—we haven't heard anything about the factory.

Mr. Tipton. Have any of the other boys heard anything about the factory?

Mr. Mitchell. Not to my knowing.

Mr. Tipton. Have you got a family?

Mr. Mitchell. Yes.

Mr. Tipton. Did you leave them down in Florida?

Mr. Mitchell. Yes.

Mr. Tipton. You came alone?

Mr. Mitchell. Yes.

Mr. Tipton. How many came on the truck with you?

Mr. Mitchell. Suppose to be around between 44 and 47 men.

Mr. Tipton. Did they have seats built in the truck?

Mr. Mitchell. Yes, one down the center and one down the edge.

Mr. Tipton. What kind of truck?

Mr. Mitchell. I don't know what type. It was what I'd call about a 2-ton truck.

Mr. Tipton. Do you know who the truck belonged to?

Mr. Mitchell. No, sir, I don't.

Mr. Tipton. Was the driver a colored man?

Mr. Mitchell. Two white men.

Mr. Tipton. Have you seen them since they let you off?

Mr. Mitchell. They leave sometime today or yesterday.

Mr. Tipton. Did they stay here last night?

Mr. Mitchell. Yes; they did. I saw them down at the office this morning.

Mr. Tipton. What office?

Mr. Mitchell. Right here.

Mr. Tipton. Thank you.

TESTIMONY OF JOHN WILLIAMS (NEGRO), FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP, SWEDESBORO, N. J., MAY 10, 1942

Mr. Tipton. What is your name and address?

Mr. Williams. John Williams, Boston, Ga.

Mr. Tipton. Did you come here from Boston?

Mr. Williams. No, sir; I came from Delray Beach, Fla.

Mr. TIPTON. How did you get up here?

Mr. WILLIAMS. I came on the same truck as Richard Mitchell.

Mr. TIPTON. What were you doing down at Delray Beach?

Mr. WILLIAMS. I was farming.

Mr. TIPTON. Farming for yourself?

Mr. WILLIAMS. No, sir, for Mr. Dewitt. All his stuff got drowned out.

Mr. TIPTON. Where did he farm?

Mr. WILLIAMS. The Range Line Canal.

Mr. TIPTON. How long has it been since you worked down there?

Mr. WILLIAMS. About 4 weeks. It was about 4 weeks ago he got flooded out.

Mr. TIPTON. What did you do?

Mr. WILLIAMS. I haven't done anything since then.

Mr. TIPTON. You were just waiting there to get out.

Mr. WILLIAMS. I came on down here.

Mr. TIPTON. Have you ever been up here before?

Mr. WILLIAMS. Never have. This is my first trip.

Mr. TIPTON. Had most of the fellows on the truck you came on been here before, or were they newcomers?

Mr. WILLIAMS. No, sir, I don't know whether they have been up here before. None seemed to be acquainted up here.

Mr. TIPTON. What were you told about what you were going to do up here?

CAME TO WORK IN CANNERY

Mr. WILLIAMS. I was under the impression we were to go to Camden, N. J., to work in the canning factory.

Mr. TIPTON. Do you know what factory?

Mr. WILLIAMS. No; I don't know what the factory was.

Mr. TIPTON. How much were you going to be able to make?

Mr. WILLIAMS. We wouldn't come under $4 a day—between $4.50 to $6 a day.

Mr. TIPTON. And that was cannery work?

Mr. WILLIAMS. Yes, sir.

Mr. TIPTON. You got up here yesterday?

Mr. WILLIAMS. Yes, sir; about noon.

Mr. TIPTON. Did they take you to the cannery?

Mr. WILLIAMS. No, sir; brought us right here.

Mr. TIPTON. Has anybody been around from the cannery to talk to you about going to work?

Mr. WILLIAMS. No, sir; some farmers have come, but nobody has come from the cannery.

Mr. TIPTON. How many farmers have come around?

Mr. WILLIAMS. Quite a few of them.

Mr. TIPTON. The rest of the boys that came with you have gone out in the field to work?

Mr. WILLIAMS. Yes.

Mr. TIPTON. Did all these boys, 44 or 47 of them, expect to go to work in the factory?

Mr. WILLIAMS. Yes, sir. A few women, about 6 women, and they all were going to work in the factory, too. They were going to give the women 35 cents an hour and give them as many hours as they want to work.

Mr. Tipton. How about you—did they say how much an hour for the men?

Mr. Williams. Between $4.50 to $5 a day. That was our understanding when we left.

Mr. Tipton. That was what all the people in the truck understood?

Mr. Williams. Yes, sir.

Mr. Tipton. Do you know where the truck went from here?

Mr. Williams. No, sir, I don't know whether he went back there or back in town.

Mr. Tipton. He was to go back for another load? Were there some more boys that were going to come?

Mr. Williams. Yes sir, he went for another load.

Mr. Tipton. Did you ever cut asparagus?

Mr. Williams. No, sir, I guess I could do it all right. A fellow can learn how to do anything.

Mr. Tipton. Where did you live in Delray?

Mr. Williams. I lived out on the quarters.

Mr. Tipton. Thank you.

TESTIMONY OF MELVIN SMITH (NEGRO), FARM SECURITY ADMINISTRATION MIGRATORY LABOR CAMP, SWEDESBORO, N. J., MAY 10, 1942

Mr. Tipton. Will you give your name and address, please?

Mr. Smith. Melvin Smith, Delray Beach, Fla.

Mr. Tipton. How did you happen to come up here?

PROMISED JOB IN CANNERY

Mr. Smith. I had a job at Firestone Barbecue Station on the highway. Business got slack, so the head cook stayed on and they let me off. Then along came Macon Johnson telling me I could make more money working in the canning factory in New Jersey. So I went back and told the head cook I was coming up here. He told me he wouldn't go up there. I said, "I want to try it." I went back to Macon and asked him if the job was sure. He said it was, and I gave him my name, so when the truck driver came in to load us, I asked the truck driver. He said, "Yes, in the canning factory at Camden, N. J." So I just packed up and came up here.

Mr. Tipton. How much did they tell you you could make?

Mr. Smith. If you are a good cook, you can make plenty of money working as a cook in the cannery. So I just got my clothes and came on up here.

Mr. Tipton. How did you come?

Mr. Smith. I came on the truck with these other boys.

Mr. Tipton. How many were on the truck?

Mr. Smith. Around 47, women and children and all.

Mr. Tipton. Did you have a nice trip?

Mr. Smith. No, sir. The truck they had had a black tar paper across the top. No canvas around the side—pretty cold. They only had blankets and things. He stopped pretty often for us—he didn't stop so often at night—two or three times a day.

Mr. TIPTON. How about eating?

Mr. SMITH. You just bought something and ate it as you went along.

Mr. TIPTON. Were you pretty tired when you got here?

Mr. SMITH. Yes, sir; I ain't over it yet. Everybody caught a bad cold.

Mr. TIPTON. Are any of them still sick?

Mr. SMITH. One boy said he was sick this morning. A lady came and got all the women and carried him, too.

Mr. TIPTON. They let you off the truck here about noon?

Mr. SMITH. We got here about 2 o'clock.

Mr. TIPTON. And they never took you to the canning factory?

Mr. SMITH. He didn't even bring us in here. We had to bring the trunks in.

Mr. TIPTON. Did he say anything about the canning factory?

Mr. SMITH. I asked about the canning factory and he said he wasn't working for the canning factory and we weren't going to work for the canning factory. We were to work for the farmers.

Mr. TIPTON. Has anyone been around to get you to go to work in the canning factory.

Mr. SMITH. No, sir. I haven't even been back to town yet.

Mr. TIPTON. There have been some farmers here to get you to work asparagus?

Mr. SMITH. The work up here is different. They want experienced men for cutting asparagus, driving tractors, milking cows.

Mr. TIPTON. Have you ever worked on a farm?

Mr. SMITH. Yes; but it's been a long time ago. I haven't been following farm work the last few years.

Mr. TIPTON. You didn't come up here to work on a farm?

Mr. SMITH. No, sir; but I see I am going to have to, if I want to eat.

Mr. TIPTON. Don't you have anything to eat?

Mr. SMITH. They said they were going to bring bread and some boneless ham for supper, but I is fed up on that.

Mr. TIPTON. Have you fellows got any money?

Mr. SMITH. We are pretty broke.

Mr. TIPTON. Do you know where the truck went?

Mr. SMITH. The truck driver said he was leaving tonight or today to go back to Delray to pick up the other load that Macon got for them. The other people is looking for the same thing, to go to the canning factory like we were.

Mr. TIPTON. Didn't you say you were a truck driver before?

Mr. SMITH. Yes, sir; but the white men started a union and put the colored fellows off. After the white boys got a union they threw us out. We had to quit. I used to drive for Mr. Davis' transfer, Delray Beach. The white boys forced colored fellows off the road and stopped them to tell them they belonged to the union, and they couldn't have a job any more.

Mr. TIPTON. What union is that?

Mr. SMITH. I don't know the name of that union. I thought it was a C. I. O. union, but it's a southern union.

Mr. TIPTON. Thank you for this information.

TESTIMONY OF J. HARTLEY NIXON, FARMER, WOODSTOWN, N. J., MAY 10, 1942

Mr. Tipton. Will you please give your name, address, and occupation?

Mr. Nixon. J. Hartley Nixon, Woodstown, N. J. My farm is near Pedricktown.

Mr. Tipton. How many acres do you farm?

Mr. Nixon. Two hundred acres in the farm.

Mr. Tipton. How is that divided?

Mr. Nixon. There are 100 acres in asparagus, and this year the division of other crops will be 16 in cantaloups, 14 tomatoes, about 22 in sweetpotatoes, and 3 acres in eggplant and some corn.

Mr. Tipton. Predominantly asparagus?

Mr. Nixon. Yes.

Mr. Tipton. And for your 100 acres of asparagus how many workers do you need at the height of the harvesting season?

Mr. Nixon. In an ordinary season I need between 40 and 45. This is an extraordinary season—40 or 45 couldn't possibly handle it this year.

Mr. Tipton. Does the 40 or 45 just include cutters?

Mr. Nixon. Cutting and bunching, and I think that will probably include the five regular men.

Mr. Tipton. Now you said cutting and bunching, that means that you bunch and sell for the fresh market?

Mr. Nixon. Ordinarily I cut for the market and ship to New York. Due to shortage of bunchers I had to sign a canning contract to relieve the pressure. I am allowing the packing house to bunch what they can and the rest goes to the canning house.

Mr. Tipton. Now you need 40 or 45 men. How many have you had this year?

Mr. Nixon. I started with 19 in the Italian cutting gang and I don't think I got over perhaps a dozen American women together in the packing house; and that packing house gang has continued rather steadily—some changes but never much. But the gang out in the field, cutting, blew up and then I think they dwindled down to about 14. More asparagus came out of the ground over a shorter period of time, which was a week to 10 days, than I have ever seen come out before. Generally we have 2 or 3 hot days when we get in a jam, then it cools off and eases up, but this year, due to a prolonged hot spell, a great proportion of the crop came the first of the season over a period of a week to 10 days. My gang couldn't cut one-third of the acreage. They cut between 35 and 40 acres one day and the next day they cut another 35 or 40 and the rest I had to let go.

Mr. Tipton. How many acres did you let go entirely?

Mr. Nixon. I think about 27 acres.

Mr. Tipton. And the other seventy-odd acres you cut every 2 days instead of every day?

Mr. Nixon. Yes; that's right.

Mr. Tipton. Now I take it from the figures you have given me that you started this year with a total of 19 cutters and 12 packers, which is a total of 31 at the time when you should have had 40 or 45?

Mr. Nixon. Yes, normally; but this year if I had had 20 more, 10 more in the field and 10 more in the packing house, I possibly would have been able to pull through.

Mr. Tipton. Well, now on the basis of those figures and your knowledge of the county, can you give me an estimate of about how many more cutters were needed in the county as a whole?

Mr. Nixon. About 500 more. I've found that a cutter requires a buncher. One in the field requires one in the packing house.

Mr. Tipton. Is more asparagus going to the canneries?

Mr. Nixon. I don't know. That is my thought in the matter, however, because the growers were afraid of the labor situation and they shoved the situation on to the cannery.

Mr. Tipton. You've done that yourself?

Mr. Nixon. I had to.

Mr. Tipton. Ordinarily you have bunched all of it but now you send it to the cannery?

Mr. Nixon. Yes. I gave my Italians half of the farm and the colored the other half. If we can recover the 27 acres, each gang will be able to take half of the 100 acres and the colored cut for cannery and the Italians for market.

Mr. Tipton. These 19 cutters you started with were all Italian?

Mr. Nixon. Yes; except two or three Poles.

Mr. Tipton. Had they been with you before?

Mr. Nixon. Only the boss and his son and daughter. They were from Philadelphia. The number of Italians that came down here was less this year than usual in the whole section.

EXPERIENCE WITH EMPLOYMENT SERVICE

Mr. Tipton. Have you attempted to use the Employment Service this year or last?

Mr. Nixon. I was stuck about 10 days ago. On Saturday morning I went into the Salem office. Four men and a girl were running the office, but they didn't have any help for us. They had nothing at all available. They said Bridgeton had nothing and Woodbury had nothing, so they phoned Camden and the manager there was out. I didn't get any help. He was to report back Monday, but I didn't get any report from Camden or Salem. By Monday morning, five drifted into my place, Italians, and they lasted from Monday morning to Monday night.

Mr. Tipton. Is this the only experience you have had with the Employment Service?

Mr. Nixon. They called me up in early April and asked if Eddie Costill had worked for me before. I said yes, and they asked if I would take him back again, and I said yes. So far as they know they assisted me, although I was already looking for him to offer him a job. They said they'd send him up and asked if I'd pay the wages, $3 a day. I said yes. He went there for a job and I agreed to take him.

Mr. Tipton. You are here at the camp now, as I understand it, to try to get some help out of the camp?

Mr. Nixon. Not necessarily. I came here to check up. I am just looking ahead. For instance, last night five of the colored boys quit. I was glad to get rid of them because they were no good. The other seven are in a family group and they are good, but I found none of them were there at 6 o'clock this morning. They wanted to go to get some more of their stuff yesterday and they said that was the last time they'd leave this year. One of the other five, I gave a ride into town and he said he was going to quit and the other four were too, so I went where I gathered the five up and arranged for six more to replace them and I'm to get them tomorrow morning.

Mr. TIPTON. And the family that went this morning?

Mr. NIXON. It wasn't till 6 o'clock this morning that I found out they didn't come back. I went to a friend of theirs, a colored fellow, and he said he saw them last night and asked them when they were coming back. They said they weren't supposed to cut today, but I had not told them not to cut.

Mr. TIPTON. You still don't know if they are coming back?

Mr. NIXON. Well, their clothes are there and yesterday's work and bonus for 2 previous days hasn't been paid. So the indications are, from what they said and what they left, that they are coming back. But they did take all their valuable stuff. They put it all in a passenger car. They merely left their old working pants which is an indication that they are coming back for they need their pants to work in.

HOUSING

Mr. TIPTON. Do you have your own housing for the number of workers you need?

Mr. NIXON. I think so. I have five houses there and I fixed up a sixth one this morning. The way they group and regroup themselves is a problem sometimes. I gave the Italian boss notice that I was going to bring 10 colored cutters last Wednesday night and I told him I wanted the middle house vacant. All right; he'd take care of it, but I don't think he did a thing. I landed there with 12 colored people and no place to put them. The middle house was occupied by a woman and two sons. They refused to get out, or if they had to get out, they'd leave. I told them to pack up and I'd move them to Philadelphia. I intended putting 7 in the house that could work and moving the 3 into a smaller house, as only 2 of them were working.

Mr. TIPTON. Do you think the Farm Security camp will help the situation?

Mr. NIXON. That depends on the class of workers they bring in. I went down to South Carolina last spring to investigate the asparagus situation there to find out what they did that I might take advantage of up here. I couldn't find the section very easily. I thought there was a large section there but South Carolina doesn't cut as much as we think up here. I found their asparagus cutters were getting 6 cents an hour and boarding themselves. Their plow hands were getting 75 cents a day and boarding themselves. They had shacks to live in. I don't know what they are going to do up here. Mr. Wilson said the rate was 30 or 40 cents an hour. Somebody told me it was 20 cents an hour, but they won't be here long before they will want as much as anybody else whether they are as lively as the local help or not.

Mr. TIPTON. Is asparagus cutting largely paid by the hour or by piece work?

Mr. NIXON. By piece work, but I understand that these coming in here work by the hour. I don't know if they only work by the hour but Mr. Wilson gave me to understand from 35 to 40 cents and I am not paying that for ordinary expert farm labor. I am paying 30 cents an hour. My regular labor have nice big houses to live in. That is probably part of their pay.

Mr. TIPTON. That is your regular labor?

Mr. NIXON. Yes; regular experienced labor. The outside help and packing house I am paying 30 cents an hour. Asparagus cutting is harder labor than the other labor, or in the packing house, so it is worth 35 to 40 cents if they will earn it. Many earn more by piece work. I am paying 50 cents an hour to those that cut down those beds that got away from me. They think that is good pay. It is harder to cut down a nice young tree than a sprout.

Mr. TIPTON. Thank you, Mr. Nixon.

TESTIMONY OF DONALD A. SMITH, MANAGER, WOODBURY OFFICE, UNITED STATES EMPLOYMENT SERVICE, WOODBURY, N. J., MAY 12, 1942

Mr. TIPTON. Will you please give your name, address, and occupation?

Mr. SMITH. Donald A. Smith, 29 Cooper Street, Woodbury, N. J.—manager, United States Employment Service.

Mr. TIPTON. As manager, you have charge of the Employment Service activities in this county; is that correct?

Mr. SMITH. Well, practically the county. Of course, the area is not divided up according to counties, but it happens this particular office does practically cover Gloucester County.

Mr. TIPTON. How many farm placement interviewers do you have in this county?

Mr. SMITH. Only one connected with this office and he works directly out of this office.

Mr. TIPTON. Do you expect to have any other interviewers?

Mr. SMITH. Yes, there was supposed to be another farm placement interviewer in connection with the F. S. A. migrant camp, but I was told this morning that the Budget had run out. That camp is the one in the Swedesboro area. They have set up an office down there for the use of this service but we have no equipment there yet.

Mr. TIPTON. At the present time, this one farm placement interviewer in this office is working that section down there?

Mr. SMITH. Yes, generally. He reports into this office, of course, and works down through the whole county wherever needed.

Mr. TIPTON. Has he made any arrangements to set up a temporary office there?

Mr. SMITH. Well, the arrangement we have is at least to work down there in the morning, then report back here before he goes on. Of course, a farm placement man can't be in one particular spot all the time. He has to be around among the farmers all the time, or whereever he is needed.

LABOR SHORTAGE

Mr. TIPTON. Can you tell me something about the development of the present shortage of labor? When it became apparent, and the extent?

Mr. SMITH. It became apparent about, I'd say the middle of March, that we were going to be short of asparagus cutters. Now, that, of course, is the first crop here and it comes early; generally starts around the end of April—it all depends on the weather—some years it's as much as 2 weeks ahead of other years. Of course, this county produces a good bit more asparagus than any county in New Jersey. I don't know whether you understand about asparagus cutting. It is a skilled job as far as farm jobs go because they can damage the bud on the root and when it grows up the stalk is not straight. They need a lot of cutters who are experienced. As to the extent of the shortage—that is very difficult. If you have ever dealt with farmers, you know that they will call in here today very frantic asking for help and walk out of this office and pick up a couple of fellows outside the office and say nothing to us whatever and we apparently have orders for a couple of farm hands. We get some people the next morning and we call him up and he says "No, I'm all fixed up." I do know that there is quite a bit of asparagus through this county that they have just let grow up. They can, of course, go over this with a scraper or the like and break that off and then keep up with cutting the new that comes up. The asparagus has to be cut over about every other day. As far as estimating the shortage, that is extremely difficult. Right now I don't think I could guess.

Mr. Tipton. How many acres of asparagus are grown in the county?

Mr. Smith. Just a minute—I have some figures on that. This is issued by the Bureau of Research and Statistics of the Employment Service. The acreage, of course, is tentative. The acreage in 1942 for Gloucester County is 5,885 acres. The average number of acres per farm is 10.3 acres.

Mr. Tipton. What figures do they use for the number of acres that can be handled by one man?

Mr. Smith. Man-hours needed per acre, 210 hours.

Mr. Tipton. That is over the season?

Mr. Smith. Yes. Now the season—the average jobs per day by months, in percentage, would be for April 4 percent, May 41 percent, June 52 percent and July 3 percent.

Mr. Tipton. So according to these tables, which I would like to introduce into the record at this point, the peak demand in Gloucester County, would be the first and second weeks in June, when 2,780 people would be needed?

Mr. Smith. Yes.

(The matter referred to is as follows:)

FARM LABOR RESEARCH (ASPARAGUS)

Distribution of farms, acreage, and man-hour harvest requirements

County	Number of farms	1942 intention (acres)	Number of acres per farm (average)	Man-hours needed to harvest the crop	Equivalent man-days	Average jobs per day, by months			
						April (4 percent)	May (41 percent)	June (52 percent)	July (3 percent)
Bergen [1]	16	--------	.6	------------	----------	--------	--------	--------	--------
Essex [1]	14	--------	.7	------------	----------	--------	--------	--------	--------
Hudson [1]	0	--------	.0	------------	----------	--------	--------	--------	--------
Hunterdon [1]	14	--------	.4	------------	----------	--------	--------	--------	--------
Morris [1]	36	--------	.8	------------	----------	--------	--------	--------	--------
Passaic [1]	5	--------	1.	------------	----------	--------	--------	--------	--------
Somerset	32	52	1.6	10,920	1,365	3.6	18.1	23.7	10.3
Sussex [1]	10	--------	.5	------------	----------	--------	--------	--------	--------
Union [1]	3	--------	1.7	------------	----------	--------	--------	--------	--------
Warren [1]	12	--------	.8	------------	----------	--------	--------	--------	--------
Burlington	144	671	4.7	140,910	17,614	47	233	305.3	132
Mercer	60	144	2.4	30,240	3,780	10.1	50	65.5	28.3
Middlesex	75	103	1.4	21,630	2,704	7.2	35.8	46.9	20.3
Monmouth	125	651	5.2	136,710	17,089	45.6	226	296.2	128.3
Ocean [1]	14	--------	1.4	------------	----------	--------	--------	--------	--------
Atlantic	44	52	1.2	10,920	1,365	3.6	18.1	23.7	10.3
Camden	93	268	2.9	56,280	7,035	18.7	93	121.9	52.8
Cape May	62	72	1.2	15,120	1,890	5.1	25	32.8	14.3
Cumberland	348	3,666	10.5	769,860	96.232	256.6	1,272.7	1,668	721.8
Gloucester	571	5,885	10.3	1,235,850	154,481	411.9	2,043.1	2,677.7	1,158.5
Salem	260	4,336	16.7	910,560	113,820	303.5	1,505.4	1,972.9	853.8
State totals	1,938	16,000	8.3	3,360,000	420,000	1,120	5,554.8	7,280	3,150

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[1] Total crop acreage in 1941 less than 50.

NOTE.—State totals given are complete, including data of counties with less than 50 acres of asparagus.

Average jobs per day by approximate weeks of each month

County	April				May				June				July			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Percent of total harvest			0.5	3.5	7.0	10.0	11.5	12.5	13.5	13.5	13.0	12.0	3.0			
Bergen [1]																
Essex [1]																
Hudson [1]																
Hunterdon [1]																
Morris [1]																
Passaic [1]																
Somerset			.9	6.4	12.7	18.2	20.9	22.7	24.6	24.6	23.7	21.8	5.5			
Sussex [1]																
Union [1]																
Warren [1]																
Burlington			11.7	82.2	164.4	234.9	270.1	293.6	317	317	305.3	281.8	70.4			
Mercer			2.5	17.6	35.3	50.4	58	63	68	68	65.5	60.5	15.1			
Middlesex			1.8	12.6	25.2	36.1	41.5	45.1	48.7	48.7	46.9	43.3	10.8			
Monmouth			11.4	79.7	159.5	227.9	262	284.8	307.6	307.6	296.2	273.4	68.4			
Ocean [1]																
Atlantic			.9	6.4	12.7	18.2	20.9	22.8	24.6	24.6	23.7	21.8	5.5			
Camden			4.7	32.8	65.7	93.8	107.9	117.3	126.6	126.6	121.9	112.6	28.1			
Cape May			1.3	8.8	17.6	25.2	29	31.5	34	34	32.8	30.2	7.6			
Cumberland			64.2	449.1	898.2	1,283.1	1,475.6	1,603.9	1,732.2	1,732.2	1,668.	1,539.7	384.9			
Gloucester			103	720.9	1,441.8	2,059.8	2,368.7	2,574.7	2,780.7	2,780.7	2,677.7	2,471.7	617.9			
Salem			75.9	531.2	1,062.3	1,517.6	1,745.2	1,897.	2,048.8	2,048.8	1,972.9	1,821.1	459.3			
State totals			280	1,960	3,920	5,600	6,440	7,000	7,560	7,560	[illegible]	6,720	1,680			

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[1] Total crop acreage in 1941 less than 50.

NOTE: State totals given are complete, including data of counties with less than 50 acres of asparagus.
Bureau of Research and Statistics, United States Employment Service, New Jersey, Farm Labor Research Bulletin

Mr. Tipton. Do you know if those figures refer only to extra help needed on the farms or whether they are based on acreage and a calculation of time necessary to handle the crop and, therefore, would include family labor as well as hired farm labor?

Mr. Smith. Let's see, I think this is the total number of persons—as a matter of fact, derived from the man-hours needed as an estimate of persons to be at work each week. The figures in the table indicate the total number of persons in each county, and for the State, who will have to harvest the crops expected to mature during the week. This peak of 2,780 would include the farmers and all labor.

FARMERS HAVE DONE THEIR RECRUITING

Mr. Tipton. How many workers at this time would you say would relieve the situation with regard to asparagus cutters?

Mr. Smith. That is a pretty difficult question to answer, and I'll explain it this way: Unfortunately, the farmers in the past have used their own method of recruiting help and have called very little on the public employment services. It has been the habit in the past of the southern New Jersey farmers to go into the South and bring back farm help themselves. Last year they didn't do that so much because that was stopped by county officials and local officials of the States where they went to recruit their labor. Some of them are still recruiting that way. Some of them have regular people that come up from the South every year and go back at the end of the season, so that we only get a part of the orders for help from the farmers. In a great many cases he does his own recruiting. They have called on us more this year than any previous years because the county agent requested them to send their orders as early as possible to the local employment office. Now we have filled some through the migrant labor that has come into the county, but I am afraid I couldn't give you an accurate estimate.

Mr. Tipton. Can you tell me how many referrals you have made from this office for farm labor?

Mr. Smith. A group came in Saturday and we sent them over to the camp in Swedesboro. There were 44 in that group. They have all been placed, as far as I know. There were 2 left and I understand they were to be taken this morning. There was another group of 30 came in about a week ago, and they were placed.

Mr. Tipton. Where did they come to?

Mr. Smith. They came to Swedesboro.

Mr. Tipton. How did they come?

Mr. Smith. They came by truck.

Mr. Tipton. Do you know where they came from?

Mr. Smith. Florida, both groups.

Mr. Tipton. Were either or both of these groups recruited by the United States Employment Service in Florida?

Mr. Smith. No; they were not.

Mr. Tipton. Do you know who did recruit them?

Mr. Smith. No; I don't. I heard that there was a man down there who was working for the Campbell's Soup Co., and he knew of the shortage up here. I think they rounded them up, and there is a private party bringing them up here.

Mr. Tipton. Do you know whether or not they charged them for transportation or whether that was paid?

Mr. Smith. I understand the farmer paid the transportation—each farmer individually. The farmers got together with the county agent through the cooperative association of the county here, and agreed to pay the cost of transportation.

Mr. Tipton. They were brought to the camp. Then each farmer who came in to get 4, 5, or 6, agreed to pay the amount of transportation due?

Mr. Smith. That's right.

Mr. Tipton. Well, how satisfactorily will that work out in case a farmer pays transportation of a worker and he only stays a few days?

Mr. Smith. That's the hitch in the thing, of course, but the farmers have tried to get around that by offering a bonus to cutters for staying the season. They get so much a hundred pounds for cutting and a bonus at the end of season. That is the only way I know of that they have tried to take care of that.

Mr. Tipton. Then both of these loads, the 30 and 44, came under the same auspices?

Mr. Smith. That's right.

Mr. Tipton. Well, I want to get back to this question I asked you a minute ago. I realize all the difficulties involved in answering it, but I'd like to get some sort of estimate based on your experience. How many cutters are needed at the present time?

Mr. Smith. According to the orders we have at the present time, we have openings for 20 cutters.

Mr. Tipton. Those are unfilled orders?

Mr. Smith. Yes. That is really the only way I have at arriving at any figures. The county agent tells me we don't have a tenth of the number that are needed.

Mr. Tipton. On that basis, multiplying 20 by 10, gives us a minimum of around 200?

Mr. Smith. That's right, at the present time. You always have to allow a factor in there too. The point is that the farmers don't inform us when he has jobs filled. So that while this 20 may be only one tenth of the number needed, on the other hand, a number of these may be filled.

EMPLOYMENT SERVICE REFERRALS

Mr. Tipton. You said you made referrals on these 44 that came in Saturday and the 30 that came in a week ago. Have you made any other referrals of asparagus cutters?

Mr. Smith. We have, through the Student Farm Service, made some, but these boys are not cutting. Most of these boys are doing the picking up. They go along with the cutter. You see, they really need a crew when cutting asparagus. They are high school boys. The State attendance law was amended so that if there was a need for them, if the need was established by the county commission, the boys could be out of school for a total of, but not exceeding, 15 days.

Mr. Tipton. How many such referrals have been made?

Mr. Smith. There have been approximately 30.

Mr. Tipton. Now these 44 and 30 workers from Florida, you told me, were not cleared through the regular Employment Service channels?

Mr. Smith. That's right.

Mr. Tipton. Did you make cards on those people?

Mr. SMITH. Yes, skeleton registrations.

Mr. TIPTON. Here in this office?

Mr. SMITH. I was at the camp down in Swedesboro yesterday morning and made the registration down there.

Mr. TIPTON. Have you heard anything about the Employment Service bringing into the region some 200 Chinese and, I think, 300 Negroes from New York?

Mr. SMITH. Yes; they called me from Trenton and said they knew where there were available 200 Chinese. I didn't hear about the 300 Negroes.

Mr. TIPTON. Do you know if anything is being done about that?

Mr. SMITH. Well, we are getting some of the referrals from New York State this morning. They just called and said there would be 40 or 50 Chinese. So far there are about 3 white men.

Mr. TIPTON. Are they coming here?

Mr. SMITH. Yes; right into this office.

Mr. TIPTON. How many of them have arrived?

Mr. SMITH. There are four here at the present time, I believe.

Mr. TIPTON. They are the first to arrive?

Mr. SMITH. Yes.

Mr. TIPTON. If you got 40 or 50 from New York, with the 44 that came in yesterday, you then have somewhere from 90 to 100 toward satisfying the requirements of approximately 200 needed at the present time?

Mr. SMITH. Yes.

Mr. TIPTON. Where are these people going to be housed?

Mr. SMITH. I am going to send them to the farm labor camp at Swedesboro. I don't know how they are going to handle that down there but I have no other place to put them unless I place them immediately.

Mr. TIPTON. Has the F. S. A. been informed of the fact that there won't be a Farm Placement man and that these people are coming from New York?

Mr. SMITH. That I don't know. About the Farm Placement man, Mr. Wilkins will work out of the camp there. He will be down there early in the morning to take care of the needs of the farmers.

Mr. TIPTON. Will he spend a half a day there every day?

Mr. SMITH. Yes, that is the plan at the present time. We were supposed to have a man down there full time but it seems they have used up the money in the budget.

Mr. TIPTON. Thank you very much.

TESTIMONY OF GEORGE E. LAMB, GLOUCESTER COUNTY AGRICULTURAL AGENT, WOODBURY, N. J., MAY 11, 1942

Mr. TIPTON. Will you give your name, address, and occupation, please?

Mr. LAMB. George E. Lamb, Courthouse Building, Woodbury, N. J.—county agricultural agent.

Mr. TIPTON. How long have you been county agent?

Mr. LAMB. In this county since June 21, 1923.

Mr. TIPTON. Will you give me an indication of the number of acres of asparagus grown in Gloucester County?

Mr. LAMB. These are actual acres on 1,426 farms in 1939. Asparagus was 7,053 acres.

Mr. TIPTON. How many migrant workers are needed in this county each year?

Mr. LAMB. Two thousand three hundred migrant laborers are needed for 1942 throughout the season. We go from one crop to another.

Mr. TIPTON. So that you don't have any pronounced peak during the season?

Mr. LAMB. No, it is pretty consistent.

Mr. TIPTON. What are the other major truck crops?

Mr. LAMB. Tomatoes, sweetpotatoes, peppers, cantaloups, and then we have string beans, cucumbers, eggplant, onions.

Mr. TIPTON. How about strawberries?

Mr. LAMB. About 360 acres. There is not much in this county.

Mr. TIPTON. How many additional workers would have been required this season to eliminate the difficulties that you have run into in the county in harvesting asparagus and in setting out tomatoes, and so forth?

Mr. LAMB. Possibly 400.

Mr. TIPTON. Now is there dovetailing between asparagus cutting and tomato setting, or do you need an entirely different crew?

Mr. LAMB. They usually use a different crew for that.

Mr. TIPTON. So that this 400 would take care of the asparagus and tomato setting?

Mr. LAMB. That's right.

Mr. TIPTON. Can you break the 400 down into the additional number of asparagus cutters you should have, and the additional number of tomato setters?

Mr. LAMB. Not accurately—just a guess.

Mr. TIPTON. Would most of them have been asparagus cutters?

Mr. LAMB. As an estimate, I'd say about half and half.

FARM PLACEMENT SERVICE

Mr. TIPTON. What, if anything, has the Farm Placement Service been able to do for farmers this season?

Mr. LAMB. I'd say nothing.

Mr. TIPTON. Have they, as far as you know, been able to supply farmers with any help?

Mr. LAMB. No. You have a situation there—it may be a little misleading. It happened they didn't have the men to put on the farms. Then there was a set-up made through a recently passed law on this student labor shortage and they have placed some of those students, which of course isn't too satisfactory. But as far as getting any experienced men—they have cooperated in placing these men that the farmers have made arrangements to bring up from the South, from Florida. They had a load in Sunday and then Saturday there was another load. Now after they got here, they did place those men and cooperated with the farmers.

Mr. TIPTON. As far as getting transferrals directly from Florida or other States, they haven't been able to do that?

Mr. LAMB. No, they haven't.

Mr. TIPTON. You say two groups came in. Did they come directly here to Woodbury?

Mr. LAMB. No, they came into Swedesboro because they have a labor camp. It wasn't up at all when the first group arrived but when the second group arrived they housed them over Saturday night. I guess 40 out of 44 were immediately placed and taken out of the camp—a couple of the boys disappeared in town, 2 old fellows wanted to stick together and there just didn't happen to be any work for the two of them together.

TRANSPORTATION COST

Mr. Tipton. What arrangements were made for transportation? Did they pay their own fare or is that handled some other way?

Mr. Lamb. The local farm organization corresponding to Farm Bureau—the official title is Agricultural Cooperative Association, Inc. They collected money from each farmer to get his men—so much per head.

Mr. Tipton. That means that a Gloucester County farmer going into the camp to get some of that help would pay his pro rata share on the transportation bill for what help he gets?

Mr. Lamb. That's right.

Mr. Tipton. What protection has the farmer if he pays the transportation of 4 men and 2 of them decide they don't want to work for him and go some place else?

Mr. Lamb. None; he is taking that chance. If he hadn't paid the money to the county farm organization, the county farm organization is taking the loss.

Mr. Tipton. Has the county organization a representative in Florida?

Mr. Lamb. Some local man there is rounding them up and he got somebody to bring them up. The negotiations were carried on by telephone and telegraph.

Mr. Tipton. Does the Agricultural Cooperative Association, or do you, expect other workers to arrive in the same way?

Mr. Lamb. Not right now, they don't. Things are so uncertain. WOR put on a broadcast which was an appeal for farm workers. Some of them are drifting in now.

Mr. Tipton. With the radio appeal and with the workers they now have, they are going to hold off awhile before bringing up more from the South?

Mr. Lamb. Yes, that's right.

Mr. Tipton. When was the radio appeal made?

Mr. Lamb. The station is WOR. The appeal was on Saturday at 12:30 p. m.

FARM SECURITY MIGRANT CAMPS

Mr. Tipton. What is the attitude here toward the Farm Security migrant camp program?

Mr. Lamb. Well—by farmers or town people?

Mr. Tipton. By farm people.

Mr. Lamb. Well, I think it is favorable as far as farm people are concerned. They think they will serve a useful purpose.

Mr. Tipton. Do most of the farmers have their own housing facilities for migrant workers?

Mr. Lamb. I won't say most of them here. Not all of them do. I couldn't estimate off-hand. It is more than 60 percent that do have facilities.

Mr. TIPTON. So that the farmers feel that the camp program will fill in what is now a lack of sufficient housing in the county?

Mr. LAMB. That's what they hope for.

Mr. TIPTON. You say 7,053 acres of asparagus were grown in 1939. Is it your impression that the acreage has increased?

Mr. LAMB. Yes, it has increased on that same number of farms at least 500 acres to the present time.

Mr. TIPTON. You said that about 2,300 migrants were used throughout the season—that need would begin when?

Mr. LAMB. Starting with the asparagus season. Of course, that all depends on the weather—between April 15 and May 1.

Mr. TIPTON. So that for your requirements of 2,300, since you are short about 400, your shortage, if not relieved, would be about 400 throughout the season?

Mr. LAMB. Yes.

Mr. TIPTON. Thank you, Mr. Lamb.

(This concludes the testimony taken in the field in New Jersey.)

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